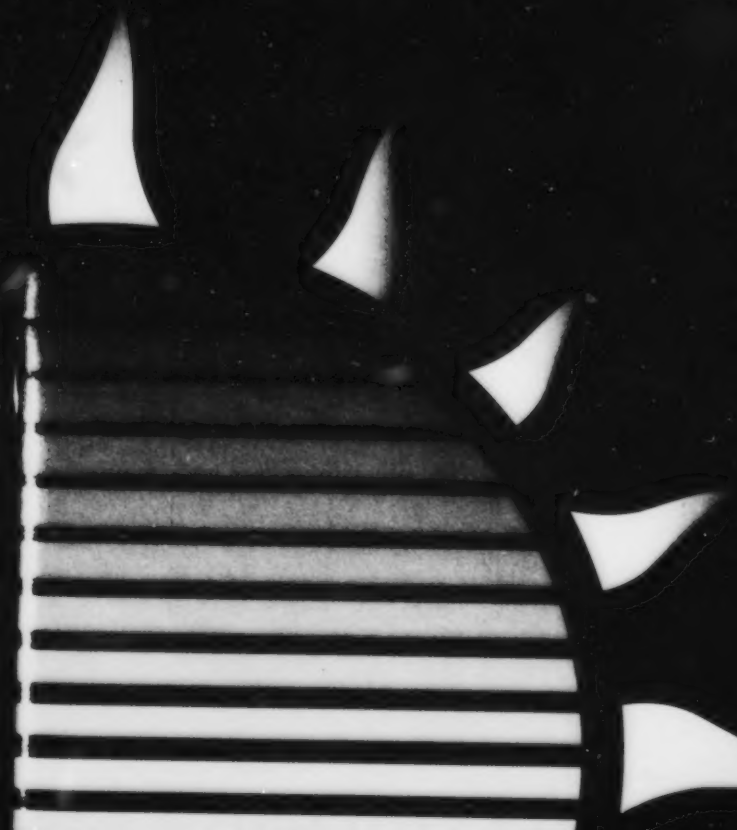# Alberta Capital Region

GOVERNANCE REVIEW

FIRST REPORT

March 2000

Alberta Capital Region
Governance Review

FIRST REPORT
March 2000

to The Honourable Walter Paszkowski
Minister of Municipal Affairs
Government of Alberta

from Lou Hyndman
Chair
Alberta Capital Region Governance Review

March 30, 2000

The Honourable Walter Paszkowski
Minister of Municipal Affairs
Government of Alberta

Dear Minister Paszkowski,

I am pleased to submit the <u>Alberta Capital Region Governance Review, First Report, March 2000</u> in accordance with the terms of reference for the Review process instituted by Alberta Municipal Affairs in the fall of 1998. The purpose of the First Report is to recommend an approach to the governance of the Alberta capital region which will address the broad range of challenges and opportunities the region will face over the next 30 years or more.

This report elaborates on the Preview of Recommendations of February 29, 2000 which allowed participating municipalities to review proposed recommendations and respond to them before my report was submitted to you. Their responses are included in a companion report to the First Report entitled <u>Alberta Capital Region Governance Review, Supplemental Reports and Appendices, March 2000</u> (also enclosed).

The world is not static. World commerce, economic development and environmental management are increasingly conducted on a regional, not municipal, basis. We are fortunate that Alberta's capital region shows exciting potential in both new and traditional economic sectors. As this region takes steps to position itself for the future, it is timely to consider how models of governance can help our citizens, and their next generations, sustain the quality of life and work we enjoy in this region now.

This report is the result of excellent cooperation and diligence by the elected leaders of the 22 municipalities who participated in the Review. They seized the opportunity provided by the provincial government and invented their own future.
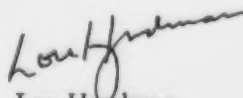
The recommendations in my report are the outcome of an inclusive and open process which acknowledged the role of these elected municipal leaders and their municipal councils. Solutions were not dictated by the provincial government, nor by the Chair. Instead, proposals were developed from the "bottom up." Directions and ideas were shared with stakeholders, elected representatives and the public, as they emerged, and their input and responses were carefully weighed and considered. As a result, my recommendations to you are truly "made-in-the-region" solutions.

March 30, 2000

The First Report contains a series of recommendations to provide far-sighted, strategic guidance at a regional level. A new, formal governance body, the *Edmonton Capital Regional Council*, is recommended to develop and implement shared regional priorities and policies. The report also recommends a process to establish a guiding charter for the new Regional Council; new approaches to service delivery for the region; and a new provincial/regional/municipal partnership that recognizes shared roles and responsibilities for regional matters.

Minister, I look forward to your response to this report. I believe it is a milestone for our region – and I wish to extend my personal thanks to all of the Citizens, Stakeholders, Council Members, Chief Administrative Officers, and Chief Elected Officials who participated. I believe their efforts provide a model for other regions to follow in determining how to adapt to the challenges of the future – a model built upon cooperation in finding solutions, respect for local autonomy and the courage and boldness to adapt and change.

Sincerely,

Lou Hyndman
Chair
Alberta Capital Region Governance Review

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Table of Contents - Companion to First Report

Additional information is contained in a companion report entitled: **Alberta Capital Region Governance Review, Supplemental Reports and Appendices, March 2000**. The companion report contains the following:

Supplemental Report 1

Governance of our region: What are the options?

Supplemental Report 2

Will regional services integration be beneficial?

Supplemental Report 3

A shared vision and a shared commitment: A new relationship between the Provincial Government, the Region, and the Municipalities

Appendix 1

Stakeholder and Public Input

Appendix 2

Municipal Response

Preamble

The purpose of this, the First Report of the Alberta Capital Region Governance Review, is to recommend approaches to the governance of the capital region which will address the broad range of challenges and opportunities the region will face over the next 30 years or more.

Elected leaders of the region's 22 municipalities worked together with the Review Chair to develop new approaches to:

- Options for managing regional issues and decisions;
- How municipal services might be coordinated and delivered regionally; and
- How the Province and municipal governments can work together in new ways for the benefit of the region.

This report defines governance as *a means by which people develop and implement shared priorities and policies.* Decisions about regional goals, priorities, outcomes, budgets, resource allocations, financial allocations, capital investments, limitations and liabilities are included in this definition. Powers and responsibilities allocated to decision-makers are also included, as well as the public accountability which goes with those responsibilities, including the responsibility to communicate decisions and report performance.

The recommendations contained within this report are based upon months of discussions with elected officials, stakeholders, experts in various fields and citizens across the region. Solutions were not dictated by the Province, nor by the Review Chair. As a result, the recommendations that follow have truly been "made-in-the-region."

Note: Recommendations are listed in logical, not priority, order.

Summary of Recommendations

A. Regional Governance and Leadership

Recommendation #1   **THAT regional governance be strengthened and formalized.**

The Alberta capital region will benefit from the presence of formal and accountable governance at the regional level.

Twenty-first century regional governance implies accountability, responsibility and decision powers at the regional level that go beyond those existing in the region today.

There is a need for a regional capability to address issues and opportunities that cut across municipalities in the region. Existing regional governance is voluntary and fragile. A new approach is needed if we are to sustain our quality of life and economic performance.

Recommendation #2   **THAT regional governance be built upon the shared vision, the shared leadership principles and behaviours, and the four policy frameworks identified by the municipalities.**

Elected officials embraced a vision that involves diverse communities linked by a common vision and excellent communication (Figure C, p. 10).

Provincial and municipal administrators identified four policy frameworks that would define the future and the responsibilities of the region. The development and implementation of these frameworks should be the basis for the region's future:

Four policy frameworks
- A growth management framework (addressing form, efficiency and quality of regional development);
- An environmental framework (addressing shared responsibilities for environmental issues);
- An economic development framework (addressing cooperative and effective action in the global marketplace); and
- A social responsibilities framework (addressing guidelines for responsibility and actions on regional social issues).

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The elaboration and implementation of the frameworks should proceed in a partnership format involving both the region and the Province.

Cooperative leadership will be essential. Elected municipal leaders have identified a set of principles and behaviours (Figure D, p. 11) that provide excellent direction to regional leaders. A willingness to share progress in the region and to work out problems related to fairness, value and efficiency will be essential to the achievement of the regional vision.

See pages 10 to 13 for more detailed discussion of **Regional Governance and Leadership.**

B. Edmonton Capital Regional Council

THAT the vehicle to strengthen and formalize regional governance be an Edmonton Capital Regional Council. It would provide a formal means to develop and implement shared priorities and policies and provide stable, long term governance for the region. It would be a legal entity, recognized in provincial legislation.

The following principles of representation and voting are to be reflected in the Council:

- All municipalities have a voice;
- Voting and representation must fairly reflect population, diversity and geographic scope;
- No municipality may have a veto;
- The key role of Edmonton as anchor city must be recognized;
- Provincial recognition and support of the Council is essential. Provincial officials should be involved early in the discussions;
- A Board of Governors should provide executive leadership and be the primary forum for discussion and decisions about regional priorities and policies;
- All 22 municipalities must be members of the Council when it is first established (the future potential to achieve a Board of Governors with fewer seats should be examined –a target of about 12 is suggested);
- The Council should be supported by a compact secretariat capable of providing policy advice, administrative support, coordination of regional service decisions and planning advice; and
- The members of the Council should adopt a mutually agreeable mechanism to minimize and resolve disputes.

Recommendation #4	THAT the Chief Elected Officials (CEOs) from all municipalities in the Review develop a charter for the Regional Council.

The Council should be designed through joint agreement among its member municipalities. Therefore, the CEOs (22 mayors and reeves) should:

First order of business

- Oversee the development of a charter that will describe the framework under which the Regional Council will operate and the benefits and responsibilities that accompany Council membership.

- Determine how service delivery decisions can be coordinated within the region.

- Devise an effective partnership with the Province for regional matters.

Second order of business

- Identify consultation mechanisms to ensure that the Board of Governors is accountable and acts with the best information. These include a means of informing municipalities and gaining input from municipal councils, a means of informing and gaining advice from citizens, and a "regional report card" process (Figure F, p. 17) to measure the performance of the region.

- Determine guidelines for funding the Regional Council (i.e., how costs can be shared).

- Determine guidelines for the secretariat that describe what it must do, and how to operate it at reasonable cost with minimal bureaucracy.

The CEO network should continue to function as it has thus far in the Review and should use the same decision process until a new voting procedure is devised.

See pages 13 to 17 for more detailed discussion of **Edmonton Capital Regional Council**.

C. Service Integration

Recommendation #5

THAT decisions about service integration be guided by the nine goals developed by the member municipalities.

There was widespread agreement that greater regional service integration could potentially benefit citizens. The nine service goals developed by Review participants (Figure G, p. 18) should guide all decisions about service integration. Service delivery should be changed if improvements in the achievement of the service goals can be assured.

3

THAT the potential to establish a regional electronic network,   Recommendation #6
incorporating a regional intranet and a geographic information
system (G.I.S.), be a priority area for study.

This region should be a leader in implementing electronic networking at the regional level.

There is potential to create a regional intranet in which all municipalities share information electronically, in compatible formats, using shared software and technology. This would strengthen the region, support coordination, and improve efficiency.

The advent of geographic information systems has greatly expanded the potential for management of lands and facilities in the region. Regions like those surrounding San Diego, CA., and Vancouver, B.C., have shown that a G.I.S. can improve economic development, environmental management and transportation planning.

See pages 18 to 22 for more detailed discussion of **Service Integration**.

D. New Relationship with Province

THAT a new relationship with the Province be developed.   Recommendation #7

A new relationship should be developed in partnership with the Province, with the intention of improving communication and trust, while clarifying roles. Representatives of both the Province and the municipalities have indicated their interest in working together for the good of the region.

This Review was initiated at the request of the Province, so the Province has a clear interest in supporting regional cooperation. When the region forms a Council, then the Province should likewise reorganize its efforts to work with this Council.

There needs to be a known and predictable process for consultation and collaborative decision-making between the Province and the region.

The Province and the municipalities should agree as to what the region is to achieve, and how those achievements should be measured. Shared goals would contribute to improved compatibility of policy and funding decisions.

See pages 22 and 23 for more detailed discussion of a **New Relationship with the Province**.

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E. Transition

Recommendation #8   *THAT the Regional Council treat its first two years as a "start up" period during which it will address transition and development issues.*

The process of implementing a "regional way of doing business" will require changes that will take time. A smooth transition is more important than immediate results. Results are important, but the focus during this period should be on establishing the basis for long term benefits. Immediate gains will be welcomed and celebrated, but not all improvements will lend themselves to "quick fixes."

During this two year period, there will be changes in the way some services are delivered in the region. The needs of staff and clients should be an important consideration.

Recommendation #9   *THAT the Province generate momentum for the region by providing transition funding.*

The involvement of the Province in supporting transition and start-up costs is an important requirement for a successful launch of the Regional Council.

See pages 23 to 25 for more detailed discussion of **Transition**.

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Background to this Review

A fundamental reason for the Review is to ensure a governance framework for the region that is able to respond to future changes, challenges and opportunities. The growth projections for the capital region and the potential for changes in how people choose to live and work will change the profile of the region significantly in the decades ahead.

It is also important to remember our unique regional history in this area. Before this Review was initiated, the following experiences influenced perceptions of the region:

At the request of the provincial government, the McNally Commission made recommendations on the appropriate organization of the Edmonton and Calgary regions. Although the Commission concluded that Edmonton should be enlarged to include "its whole metropolitan area," that recommendation was never implemented.

McNally Commission, 1956

At the request of the City of Edmonton in 1967, Dr. E. J. Hanson identified five principles considered necessary for strong urban government. These principles emphasized the need for greater coordination within the metropolitan area. The principles were not implemented.

Hanson Report, 1967

The City of Edmonton applied to the Local Authorities Board (LAB) to annex Sturgeon County, the City of St. Albert and parts of the County of Parkland and parts of the M.D. of Sturgeon. The LAB supported an expansion to include St. Albert and Sherwood Park within the City of Edmonton. The Province rejected most of the LAB recommendation in 1981.

Edmonton Annexation Application, 1979 to 1981

This planning commission was established to enable orderly planning and coordination of regional development. Over time, the commission played an important role in the region. However, when it began to play a prominent role in subdivision approvals, concerns arose among the region's municipalities. The commission was disbanded in 1992 along with the other regional provincial planning commissions.

Edmonton Metropolitan Regional Planning Commission, 1950 to 1992

Partly in response to the loss of the Metropolitan Regional Planning Commission, several municipalities in the area created a Forum to address regional issues. This Forum then was incorporated into the Alberta Capital Region Alliance, which provides a mechanism to respond to regional matters. Membership in the Alliance is voluntary.

Alberta Capital Region Forum, now Alberta Capital Region Alliance, 1994 to present

Examples of regional service delivery already exist in the region and include the Edmonton Airports Authority, the Capital Region Health Authority, and the Capital Region Sewage Commission.

Regional governance elsewhere

Over the past four years, there has been a resurgence of interest in regional governance in Canada. Toronto, Halifax, Hamilton-Wentworth, Ottawa-Carleton, and Sudbury are among the locations that have recently implemented changes in regional governance. As this report was written, Montreal and Winnipeg were also reviewing regional governance and service integration.

How the Review was initiated

The Review was initiated in 1998 when the Hon. Iris Evans, the then Minister of Municipal Affairs, expressed the strong belief that the region could gain both efficiency and effectiveness through changes in regional governance. During the first six months of the Review, the Minister held meetings with the municipalities to discuss the potential for improvements. In December 1998, Lou Hyndman was appointed as Chair of the Review and asked to provide an independent report to the Minister.

When Hon. Walter Paszkowski became Minister of Municipal Affairs in 1999, he reaffirmed the original commitment that there would be no forced amalgamations or annexation considered during the Review and that the recommendations must emerge from discussion with the municipalities and citizens in the region.

Geographic scope

The Review included 22 municipalities (Figure A) and addressed the area outlined on the following map (Figure B, p. 8). The boundaries established for the Review were the basis for study and participation.

Figure A
List of region's municipalities

Beaumont, Town of	Leduc, City of	Spruce Grove, City of
Bon Accord, Town of	Leduc County	St. Albert, City of
Bruderheim, Town of	Legal, Town of	Stony Plain, Town of
Calmar, Town of	Morinville, Town of	Strathcona County
Devon, Town of	New Sarepta, Village of	Sturgeon County
Edmonton, City of	Parkland County	Thorsby, Village of
Fort Saskatchewan, City of	Redwater, Town of	Warburg, Village of
Gibbons, Town of		

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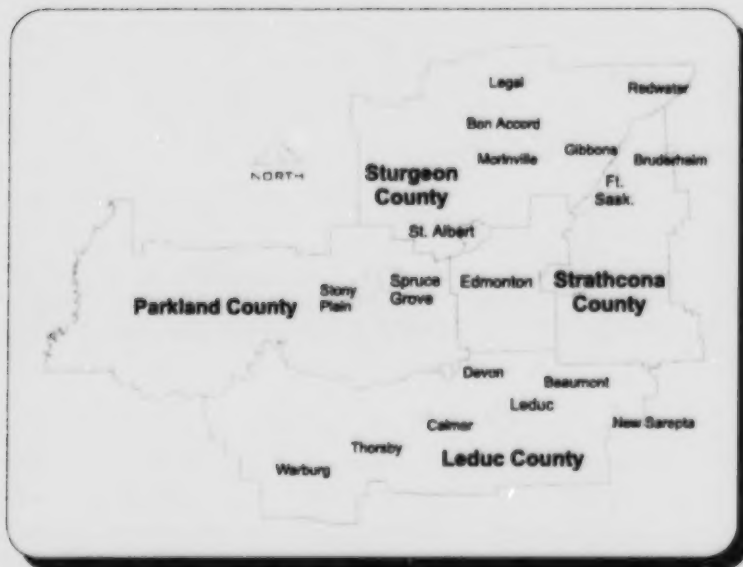## Process to date

The Review has involved chief elected officials and chief administrative officers from 22 municipalities. Council members, stakeholders[1] and citizens have also been consulted. To date, the Review has included the following stages:

Four CEO network meetings, two municipal administrator meetings and a workshop involving all municipal elected officials. The Review process was approved and principles by which the Review would be conducted were agreed upon. A presentation was made by Mr. Ken Cameron, Manager of Policy and Planning for the Greater Vancouver Regional District. CEOs also participated in a future scenarios workshop conducted by Dr. Arden Brummell of Calgary.[2]

STAGE 1
Framework for the Review
January to April 1999

Three working groups involving 16 municipal administrators developed a range of options for consideration. Six CEO meetings were held. Information and discussion sessions were held with municipal elected officials and administrators. Dr. Katherine Graham[3] and Dr. Robert Bish[4] presented information to, and were interviewed by, municipal representatives. Mr. Curtis Johnson[5] of the Citistates Group, Minneapolis, U.S.A., was the guest speaker at information sessions held for both elected officials and stakeholders in September. A stakeholder workshop was also held in October. This stage ended in early November with a workshop of 140 municipal elected officials at which a wide range of proposals were reviewed.

STAGE 2
Option development and comparison
May to November 1999

8

Three subcommittees involving more than 17 municipal CEOs and administrators refined ideas and brought forward information for this report. Two citizen focus groups, six community discussion groups and one stakeholder meeting provided opportunities for response to emerging ideas. Emerging proposals and recommendations were reviewed at four CEO meetings. Social and economic profiles of the region were completed: A Social Profile of the Alberta Capital Region by Community Services Consulting Ltd.[6], and A Regional Economic and Financial Analyses: A Visual Summary by Nichols Applied Management.[7]

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Explanation of the Recommendations

A. Regional Governance and Leadership

This section of the report addresses the elements that must be in place to ensure that the region has effective governance.

The mayors and reeves of the municipalities in the Review spent much of their time on regional, inter-municipal and provincial-municipal matters. When elected leaders become involved in regional matters, they balance the responsibility to assert the needs of their municipality with the need to contribute to the greater good of the region.

The foundation for leadership is a shared vision

Early in the Review, a vision of the future of the region was described (Figure C). The vision describes a diverse range of municipalities operating together in "coordination and partnership." It emphasizes that this close working relationship of independent municipalities will require "strong communications" and "coordination of decisions and services within the region."

This vision will require the commitment of everyone. The vision emphasizes "a community of communities where the local needs, expectations and lifestyles of each community are respected" and gives "voice to all concerns." The strengths of this vision lie in its support of a diverse, but cooperative regional context. The challenge will be for the region to maintain the level of communication, teamwork and trust needed to give fair consideration to all the diverse views while maintaining momentum and creativity in regional development.

Implementing this vision will require that municipalities in the region invest in:

- Regional discussion and decision processes;
- Excellent communication;
- Monitoring and reporting to assist all parties in understanding regional trends;
- Shared principles and plans that provide shared guidance;
- Team-building among regional representatives; and
- Consultation with elected councils and citizens.

Figure C
The Municipalities'
Regional Vision

Rooted in strong communication that gives voice to all concerns, the vision of the future is one of coordination and partnership that achieves the following:

- *A high quality of life for citizens.*
- *A community of communities where the local needs, expectations and lifestyles of each community are respected.*
- *A diverse, self-reliant region.*
- *Coordination of decisions and services within the region.*
- *Excellent services to citizens.*
- *Satisfaction with decisions about the region, as expressed by citizens and elected councils.*

This is an approach that emphasizes the value of competitive municipal systems and the diversity of lifestyles within the region. In achieving this vision, people should anticipate that the amount of time dedicated to regional discussion and decisions will increase, and that the "connectedness" of the municipalities will be emphasized.

Leadership and the role of elected officials

It was pointed out early in the Review that quality leadership is the key ingredient for the success of the region. Over the course of the Review, elected officials refined a set of leadership principles and described leadership behaviours that will provide superior guidance to those who become involved in regional matters (see Figure D).

The role of municipal elected officials

Municipal elected officials ably represented the aspirations and concerns of their municipalities during the Review.

It has been suggested in other regional reviews, principally those in Ontario, that a reduction in the number of elected officials will provide substantial savings. The evidence for this assertion is thin. Dr. Katherine Graham noted that elected officials account for less than one per cent of the cost of municipal government. In our region the costs associated with operating 22 elected councils is 0.6% of the total municipal government costs in the region (see Figure E).

Figure E
Cost of municipal government in the Alberta capital region

Number of Elected Officials in the ACR	1998 Total Expenditures in the ACR	1998 Council Expenditures in the ACR	Percentage of Total Expenditures
149	$941,954,979	$5,396,804	0.6%

Source: Alberta Municipal Affairs, Local Government Services, 1998 Statistics

It is inadvisable to reduce democratic representation on the basis of cost-cutting alone. Elected officials do much more than represent their constituents –they are skilled network builders in an emerging "network" economy. The connection-building skills of elected officials is a key asset for the region.

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Regional representatives

During the Review, the mayors and reeves of the region represented their municipalities in discussions with the Chair. This process worked well, and shows the way to future regional cooperation. While all elected officials will become involved in regional matters from time to time, it is likely that municipalities will be represented most of the time by a single member. A process will obviously have to be created to ensure that municipal councils are kept informed of regional discussions, and that municipal councils are consulted during these discussions.

However, with 149 municipally elected officials and 22 councils, the act of consultation and municipal endorsement will require careful planning. The Chair recommends a target of about 12 members on the Board of Governors of the Regional Council in the years ahead.

Why talk about regional governance now?

Most metropolitan regions have formed around an anchor city. Typically, the anchor city initially grew to become the centre of the region, and to represent the greatest proportion of the population. The largest infrastructure investments were made in the anchor city, and many of the facilities that define the region were often placed in the anchor city.

A majority of metropolitan areas have experienced a shift in population over the past 30 years. The suburbs have been the fastest growing portion of metropolitan regions, and have also experienced the most job creation.[8] In some cases (ours is one) much major industrial development has been outside of the anchor city. This shift (which is continuing) has created the need for an interdependent approach. Mr. Curtis Johnson informed the elected officials in our region that the prosperity and the quality of life in one part of the region is economically dependent upon the success of the other parts of the region. His illustration of this pointed out that economic decay in an anchor city has direct economic consequences for people living in the adjacent suburban areas.

In many regions, the cost of infrastructure and its maintenance is rising significantly. The infrastructure is often not located where the tax base is increasing. This, and increasing poverty in anchor cities, have raised concerns about sustainability.

The shift in population has also created the need for integrated transportation planning. Municipalities within metropolitan regions are now highly likely to share expensive inter-municipal roadways and public transportation. In addition, the amount of commuter travel among municipalities has greatly increased. In the Philadelphia region, researchers found that commuter travel miles increased 55% between 1980 and 1997, while the population grew only 3%.[9]

External forces have also provided reasons to move to efficient regional governance. The borders of nations have opened to support the emergence of a global economy. This trend has been greatly increased by the emergence of electronic commerce. It has created a situation in which urban regions are becoming the predominant engines of the global economy. They seek to present a clear and focused image to the world in order to compete effectively.

At the same time, international agreements on the environment and climate change have created a new need for clusters of municipalities to address environmental issues together.

Potential governance options

This Review took a disciplined approach to reviewing governance options. At the outset, municipal administrators described the full range of eight governance options that could be considered for the region (see companion report on Regional Governance Approaches). These options were assessed to determine which were most likely to be acceptable and successful.

The Edmonton Capital Regional Council is recommended because it incorporates the strengths of the three models addressed by municipalities, builds on the history of the region, respects the principle of choice, reflects a synthesis of the views of citizens and stakeholders, offers excellent adaptability to future change and best assures the sustainment of the high quality of life and work that we now enjoy.

B. Edmonton Capital Regional Council

What are regional councils?

Regional councils exist in more than 500 metropolitan areas. In the United States, the National Association of Regional Councils (NARC) represents 175 regional councils: *

- They are created by joint agreement of the local governments they serve, usually in accordance with "enabling" legislation; and

- They are governed by boards of directors that are usually made up of local elected officials appointed by the local governments that created the council.

NARC notes that, "Regional Councils are, therefore, actually local government organizations designed to study and recommend solutions to problems facing the region and to help their local government members plan for a healthy and prosperous regional community."

* "Regional council" can include regional councils of government, metropolitan planning associations and economic development districts.

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Regional councils are a means to support helpful intergovernmental cooperation. NARC notes: "Intergovernmental cooperation is the most cost effective way to deal with [problems] AND it avoids big government."

Typical challenges that regional councils address

Metropolitan areas around the world are facing similar challenges. Many of these challenges are associated with the growth of the metropolitan population and the shifting of populations from the centre city to suburban and rural locations within the region. Some examples of problems most often mentioned:

- Traffic congestion and other transportation problems;
- Infrastructure development and maintenance;
- Air and water pollution;
- Economic disparities among the municipalities;
- Social problems (crime, poverty, support for the infirm);
- Inefficiencies (duplication, premature obsolescence of facilities);
- Loss of green space;
- Sustainability of municipalities;
- Global competition for investment, jobs, skilled workers and tourists;
- Global environmental limits;
- Climate change; and
- Changes in provincial and federal policies including grants.

The time to plan is now

Mr. Curtis Johnson noted that areas like ours have not yet experienced the problems that are plaguing many American metropolitan regions. However, he cautioned that we are not managing our future to avoid those problems. "We're just 20 years ahead of you, that's all," he stated. He further noted that our region is approaching the one million population mark and that this figure represents a window of opportunity to plan for the future. Beyond a population of one million, much of our current flexibility may be lost.

The cost of being well prepared is minor in comparison to the cost of being unprepared. Business stakeholders told us that the time to plan for the future is when the economy is upbeat, not when there is a recession.

The role of the Edmonton Capital Regional Council

The primary role of the Regional Council is to facilitate regional decision-making and to establish guiding policy on matters that municipalities deem to be regional. Other roles include the following:

* To act as an advocate and representative of the region's municipalities; and

* To coordinate service delivery decisions at the regional level, in accordance with the service goals of the municipalities. The Council would provide guidance rather than directly deliver services.

Responsibilities of the Regional Council

The Council responsibilities should be formally described in a charter that eliminates confusion of roles between it, the municipalities and the Province. The Council should establish guiding policy for the region and will coordinate regional initiatives with the Province as needed. The Council should have responsibilities in the following areas:

* Growth management;

* Economic development (at the regional level);

* Environmental matters that extend beyond municipal boundaries;

* Social services (clarification of roles and responsibilities, coordination of Family and Community Support Services decisions at the regional level, monitoring);

* Coordination of service decisions at the regional level to maximize achievement of the service goals;

* Monitoring of regional success using a "report card" system;

* Cost sharing or revenue sharing requirements among the members (potentially including spill-over costs, service provision costs and sharing of windfall revenues);

* Trend assessment and strategic planning to ensure that the region anticipates upcoming opportunities and challenges and remains a leader; and

* Rules for member municipalities to minimize conflicts and resolve disputes.

The Regional Council is not another level of government

Regional Councils exist in many metropolitan areas of the world. They act as a council of local governments and are designed to gain the advantages of improved intergovernmental cooperation and to avoid an expansion of government.

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The Regional Council will not be a new level of government because:

- The Regional Council will **not** have a separate set of elected representatives. Regional Council members will be members of municipal councils and appointed by their own councils as representatives to the Regional Council (i.e., not elected to the Regional Council by the public).

- The Regional Council will be accountable to the municipal councils who appoint members to it, and to the citizens who elect those municipal councils.

- The Regional Council will **not** have the power and ability to levy taxes.

- The Regional Council will have limits placed on the size of its bureaucracy. The Council will be supported by a small secretariat, which could be staffed through secondment, staff sharing or contracted advisors.

- The Regional Council will **not** be a service delivery agency. It will coordinate service delivery decisions. There is no intention for the Council to develop service delivery capacity.

- The Regional Council will be complementary to municipal functions. It will not duplicate local government.

A regional charter

A charter for the Regional Council will be created by the municipalities (through the existing CEO Network). The charter will be developed by joint agreement of the municipalities and then submitted to the Province.

The resulting charter would be formally created through regulations or legislation. The charter will become the public and legal statement of the Council's powers.

The charter will:

- Put in place a publicly accountable Board of Governors;
- Establish a clear financial and governance relationship between the Province and the region;
- Assign clear responsibilities to the Regional Council;
- Establish Regional Council authority to coordinate regional services;
- Build in a long term membership commitment of member municipalities;
- Provide a secretariat that ensures professional planning and policy advice; and
- Ensure that the decision process and voting allocation reflect both population and diversity in a fair manner.

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How is the Regional Council accountable?

It is vital that the Regional Council is accountable for its decisions and actions. Where the Regional Council accepts funds from the Province, on behalf of its members, it will be accountable to both parties.

While the accountability of the Regional Council should be clear in its charter and in its legal mandate, there is a need to provide accountability mechanisms as well. These mechanisms make the work of the Regional Council accessible to its members and to citizens.

Figure F
Accountability mechanisms

Note: Board of Governors is composed of municipal representatives
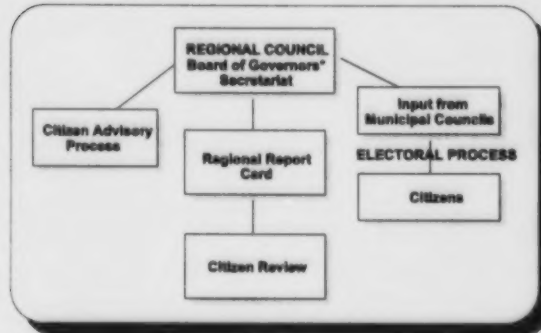
Following is a description of Figure F:

Citizen Advisory Process

A mechanism should be created to ensure that citizen advice is considered in major decisions to be made by the Governors about the region. This advice would be sought for individual decisions and might come from an advisory panel or other limited consultation means. The challenge is to find a means that is practical, fair and robust.

Input from Municipal Councils

The municipal councils are the elected leadership bodies and must be consulted about regional decisions. The challenge is to provide adequate and effective consultation without creating a complicated and time-consuming decision process.

Regional Report Card

A set of measures will be developed, with stakeholder input, to allow the region to monitor its progress. This report card should lead to an annual public discussion. Annual citizen input, at the municipal level, is essential.

Posting of discussions of Regional Board of Governors and subcommittees

In the interest of transparency, all meeting agendas and minutes should be posted on the Internet, and made available in the region.

Please see Supplemental Report 1 for more information about Regional Governance and Leadership.

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C. Service Integration

The Review was asked to examine whether efficiencies can be gained through improved coordination or integration in the region. The municipalities of the region already coordinate and share service delivery in many instances among one or several municipalities. A review of comparable regions indicated that efficiencies could be gained either by (a) increasing the scale of delivery, or (b) coordinating future planning for shared long-term benefit. It was therefore reasonable to examine whether further efficiencies could be found here.

There has been widespread support among participants in the Review for an examination of the potential to improve efficiency. The City of Edmonton noted that "the City will examine opportunities to reduce costs and improve service through regional service delivery mechanisms" (Plan Edmonton, 1998). The City of St. Albert noted that "services should be delivered in a manner that is cost efficient and provides maximum value for each tax dollar spent." The Town of Stony Plain noted that its council "supports the concept of regionalization of services where they make economic delivery and community sense."

The examination of service delivery was spurred by the belief in future potential, not by concerns about current inefficiencies. The regional economic and financial profile by Nichols Applied Management (op. cit.) noted that there were differences in service delivery costs throughout the region, but also noted that there are no obvious indicators that service delivery in this region was less efficient than in comparable areas.

Service goals

During the Review, municipal representatives made it clear that it would be a mistake to assess service delivery in terms only of financial efficiency. A set of service goals (Figure G) was developed and widely endorsed to guide the further study of service delivery.

These goals will be used as guidelines for any decisions about the potential to increase coordination or integration. They are not a checklist, but rather a set of guidelines that will point the way to good decisions.

The goals are a reminder that three outcomes must be kept in mind as decisions about service integration are contemplated: value, efficiency and fairness.

**Figure G
The Municipalities'
Service Integration Goals**

Service integration should be guided by the following goals:

- Citizens will receive best value for their dollars.
- Citizens will benefit from service and facility enhancements in the long term.
- Service delivery will be flexible enough to allow each community to choose its preferred service level.
- Volunteerism will continue to be supported and encouraged.
- Citizens will know who is responsible for service delivery and concerns.
- Sustainable benefit to the region will be a priority.
- Service delivery will be more cost effective after restructuring.
- No new level of government will be created.
- Community identity will be maintained.

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- **Value** - The Review plans to focus on opportunities to build long term value for citizens, rather than emphasizing short term opportunities for cost cutting. Municipalities took pains to point out that value is not entirely a financial equation, but that quality of life is an important part of this consideration.

- **Efficiency** - Municipal government in the region involves total expenditures of approximately $1 billion annually. The study by Nichols Applied Management did not find indicators that municipalities in the region are inefficient. They have absorbed reductions in provincial grants and have not increased tax revenues indicating that significant efficiencies in local service delivery have already been found.

    Further efficiencies can be found in the delivery of services. These efficiencies will result from improved integration and sharing of facilities, equipment and staff. These efficiencies will be measured against the service integration goals identified in Figure G, p.18.

- **Fairness** - Many concerns about fairness were expressed during the Review. The essence of these concerns is that there are situations where there is either unfair sharing of costs among governments, or unfair sharing of revenues or of credit for accomplishments or services provided.

Fair allocation of costs and revenues is complicated by the fact that Edmonton accounts for almost 72% of the region's population and only 7.5% of the land area. Three counties (excluding Strathcona County), and the towns and villages within them, account for 77.6% of the region's land area, but only 10.5% of the population (see Figure H).

Figure H
Population and land distribution

ALBERTA CAPITAL REGION	Population Distribution	Land Distribution
Edmonton	71.4%	7.5%
Sub-urban Cities (4)	10.5%	1.4%
Counties, Towns, Villages	10.5%	77.6%
Strathcona County	7.6%	13.5%

Source: Alberta Municipal Affairs, Local Government Services, 1998 Statistics

The appropriate allocation of service delivery costs will have to balance comparable per capita costs and costs of servicing large geographic areas.

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- **Value** - The Review plans to focus on opportunities to build long term value for citizens, rather than emphasizing short term opportunities for cost cutting. Municipalities took pains to point out that value is not entirely a financial equation, but that quality of life is an important part of this consideration.

- **Efficiency** - Municipal government in the region involves total expenditures of approximately $1 billion annually. The study by Nichols Applied Management did not find indicators that municipalities in the region are inefficient. They have absorbed reductions in provincial grants and have not increased tax revenues indicating that significant efficiencies in local service delivery have already been found.

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Figure H
Population and land distribution

ALBERTA CAPITAL REGION	Population Distribution	Land Distribution
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Counties, Towns, Villages	10.5%	77.6%
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Source: Alberta Municipal Affairs, Local Government Services, 1998 Statistics

The appropriate allocation of service delivery costs will have to balance comparable per capita costs and costs of servicing large geographic areas.

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Regional service delivery options

Service commissions are agencies that allow several municipalities to share the costs and benefits of delivering a municipal service. When a number of municipalities deliver similar services adjacent to each other, the potential for service commissions to integrate service delivery increases.

In Alberta, service commissions can be established under the Municipal Government Act. The best example of such a commission in our region is the Capital Region Sewage Commission. This commission includes 12 municipalities. It was established in 1985. The member municipalities gain the benefit of sharing a single sewage treatment plant and the longer term benefit of developing a rational network of storage sites, pipelines and disposal sites. Member municipalities pay for their services on the basis of volume rate.

The Capital Region Sewage Commission has minimal staffing. The economic benefit of belonging outweighs the cost of having each municipality independently treating their own sewage. The governing board of the Commission is made up of elected officials from the member municipalities who meet to provide direction that offers the best benefit to members.

There is potential for other services in the Alberta capital region to be delivered through regional commissions. The rule of thumb would be that the members gain a financial benefit by belonging to the commission and that the net cost to citizens (in either the short or the long term) is less. The other major benefit would be increased coordination of facility development in the region.

However, if there were a plethora of commissions, the net effect could be to make coordination of services in the region too complicated. It is also possible that a large number of commissions would result in territorial and budget squabbles among the commissions. Poor coordination and "turf wars" could undo the benefit of having commissions.

Concern has also been expressed that service commissions could act as monopolies and become insensitive to municipal and consumer expectations. Various mechanisms can be included in a commission to support innovative and responsive behaviour.

In some cases, the delivery of a service to many municipalities can be accomplished by having the municipalities jointly develop a tender for services, and then jointly retain one or more contractors to deliver those services. The contractor(s) ensure that staff, equipment and facilities are used efficiently, that services meet quality requirements and that service delivery is well coordinated.

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The contractor can be a private, for-profit corporation, a non-profit corporation or agency, or a municipality that chooses to deliver service well beyond its boundaries.

The use of contractors requires clear terms of reference. It also requires the municipalities to meet and negotiate the sharing of costs and the sharing of decisions that will affect the contractor. The use of contracting has the potential save municipalities the cost of facilities, equipment and training and takes advantage of competitive market forces.

Municipality as regional provider In some cases, a single municipality can act as the regional provider of a service. This is particularly beneficial if one municipality has either made capital investments that can be shared with other municipalities, or if one municipality has a proven delivery system that others admire.

In these cases, the other municipalities enter into a joint agreement with the provider municipality. The provider then makes the necessary investments to deliver service on a larger scale. The other municipalities pay the provider for the services delivered. The provider can benefit if it manages the extended service delivery as a profit centre. The receivers can benefit if the benefits of this approach outweigh the costs. All parties benefit from economies of scale. These are usually long term agreements.

Strathcona County provides services to the Town of Bruderheim and also provides a 911 call centre service to many other municipalities in east central Alberta. Parkland County provides 911 service to 51 municipalities.

Regional call centre

Municipalities spend considerable time responding to citizen enquiries. This is an important aspect of municipal service, and one that many citizens prefer to have as a local function. However, citizens are increasingly experiencing a world in which they make (or e-mail) an inquiry to a call centre. Although call centres may not provide the local familiarity and the convenience of "face-to-face" discussions, they often provide other benefits—longer service hours, more technical information at hand, immediate registration of complaints or service requests with service personnel, and the ability for the consumer to do business from their home or office. There may be service areas where the benefits of a single call centre outweigh the disadvantages, and where there is a net economic advantage to the region.

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Relationship to Regional Council

The Regional Council would make decisions about appropriate approaches to service delivery and would coordinate service decisions that involve several municipalities or commissions. The Regional Council would not directly manage or deliver service.

Please see Supplemental Report 2 for more information about Service Integration.

D. New Relationship with Province

It became apparent early in the Review that a change in the relationship between the Province and the municipalities of the region would be important in finding a successful governance approach for the region. Experiences over the past decade led to feelings of distrust and to a sense (from both parties) that the relationship had become too complicated.

Both municipal and provincial representatives agreed that a collaborative relationship would benefit the region. Dealing with regional matters will take more time from municipalities and provincial departments, so improvements in efficiency should be sought. The two levels of government need to establish mutually agreeable responsibilities and principles to guide the future of the region.

There is also a need to address revenue sources and allocation of funds. Municipalities have raised concerns about their ability to sustain the level of service they currently deliver and fear the potential for any increased costs without revenue sources to address those costs.

Establishing the relationship

When the region develops a Regional Council, this body should have a new relationship with the provincial government. The municipalities of the region are working to improve the process for dealing with regional matters. The Province has expressed its interest in making the regional relationship more sensitive and efficient.

The Regional Council and provincial representatives should jointly establish:

- Regional objectives that are shared and mutually supported;
- Clear delineation of roles and responsibilities;
- A communication process that is coordinated, transparent, simple and predictable; and
- A shared commitment to sustainable government that provides quality service to citizens and does not mortgage the future.

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Part of this new relationship will be an assurance that municipalities have access to sufficient financial resources to meet their operating and capital requirements. The prospect of major infrastructure repair costs is a concern for municipalities in the region.

Shared policy frameworks

On pages 1 and 2 of this report, four policy frameworks are recommended as a foundation for a new municipal/regional/provincial partnership in the region.

Provincial representatives should be involved in the elaboration of these frameworks and both levels of government should determine the regional roles, responsibilities and funding necessary to ensure that these frameworks can be implemented. The policy frameworks are:

- A growth management framework;
- An environmental management framework;
- An economic development framework; and
- A social responsibilities framework.

Fair allocation of provincial funds

Provincial transfer payments for services and capital improvements have been an important part of the development of the region, but they have also contributed to concerns raised during the Review.

Once the regional governance body is established, it will be important to revisit the distribution of these funds to ensure that both parties are satisfied that they have a fair arrangement for distribution of them. Adequate notice of fiscal and policy changes from both levels of government is important to this process.

Please see Supplemental Report 3 for more information about a New Relationship with the Province.

E. Transition

Dr. Katherine Graham has observed that change anxiety characterizes the first stages of these regionalization discussions. This suggests that transition phasing is needed, in order to allow for orderly decision-making and orderly changes in services. The changes contemplated involve people and relationships as much as they involve changes in policy or process.

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Change should only be made where it creates benefits. The value of a transition period is to reduce the expectation that the benefits will be immediate. In many cases, the benefits of change may be long term. For the most part, the region should focus on long term value and adaptation, rather than on "quick fixes." However, citizens expect to see some immediate benefits, so some areas where the benefits are immediate should be identified and implemented as soon as possible.

Most of the municipal service and policy patterns in the region have been in place for some time and have a solid foundation in staff and human networks that achieve results efficiently in the local setting. The plan of transition should minimize disruption and damage to these existing human networks and should respect the needs and motivation of the people involved.

Provincial support

The Province should financially contribute to the cost of transition. This follows from the fact that the Province has asked the municipalities to participate and make these changes. It also follows the pattern established elsewhere in Canada.

Role of Regional Council during start-up

During the two year start-up period, the Regional Council will gradually evolve a new process, overseeing changes, building its own capacity and relationships and implementing changes in policy or services. It will ensure that benchmarks are established and that an evaluation process is in place.

At the end of the two year period (see Figure I), the municipalities and the Province will evaluate the process.

The time line allows six months for study and development of a regional charter, and recommends two years as a "start-up" period.

Areas where further study is needed

There has been a commitment throughout this Review that changes would not be made without study. All of the recommendations that have come forward have the intention of improving the region for its citizens. During the next six months, therefore, the following studies will be undertaken to provide information for good decisions.

Figure I
Study period and transition period

March 2000
First Report to Minister

Six month study period
Studies to support decision making
Public Involvement

October 2000
Charter and initial decisions about service integration and new provincial relationship

Two year start-up period
Ongoing service rationalization
Evolution of Board of Governors

Evaluation of progress to date
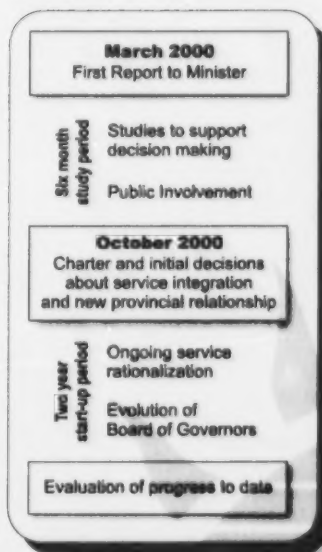
1. Further investigation of issues and challenges over the next 50 years.

2. Analysis to support decisions about the best way to deliver services, including: identification of specific service delivery changes; comparison with current delivery approaches; assessment of feasibility of changes; and identification of transitional issues associated with any changes.

3. Assessment of a regional intranet and G.I.S. including the current situation/capacity; identification of a conceptual proposal; analysis of costs and benefits; and suggestions for a transition plan.

1.   A stakeholder list of key organizations who might have an interest in the results of the Review was compiled jointly by the project office and capital region municipalities. The list currently includes over 270 organizations and individuals.

2.   Dr. Arden Brummell
      Global Business Network Canada
      Calgary, Alberta

3.   Dr. Katherine Graham is the Associate Dean of Research and Faculty Development at Carleton University. She was recommended to the Review as an expert in regional governance by the Federation of Canadian Municipalities.

4.   Dr. Robert Bish, Professor Emeritus and Co-Director of the Local Government Institute in the School of Public Administration at the University of Victoria.

5.   Mr. Curtis Johnson was also CEO of the Metropolitan Council in Minneapolis-St. Paul from 1995-99.

6.   Mr. Peter Faid, Community Services Consulting Ltd., Edmonton, Alberta. A Social Profile of the Alberta Capital Region, December 1999.

7.   Mr. Peter Nichols, Nichols Applied Management, Edmonton, Alberta. Regional Economic and Financial Analyses: A Visual Summary, January 2000.

8.   Cities@2000, Canada West Foundation.

9.   Data cited by Bruce Katz, Director, The Brookings Institution, Centre on Urban & Metropolitan Policy, November 11, 1999.

Alberta Capital Region
GOVERNANCE REVIEW

SUPPLEMENTAL REPORTS
AND APPENDICES
March 2000
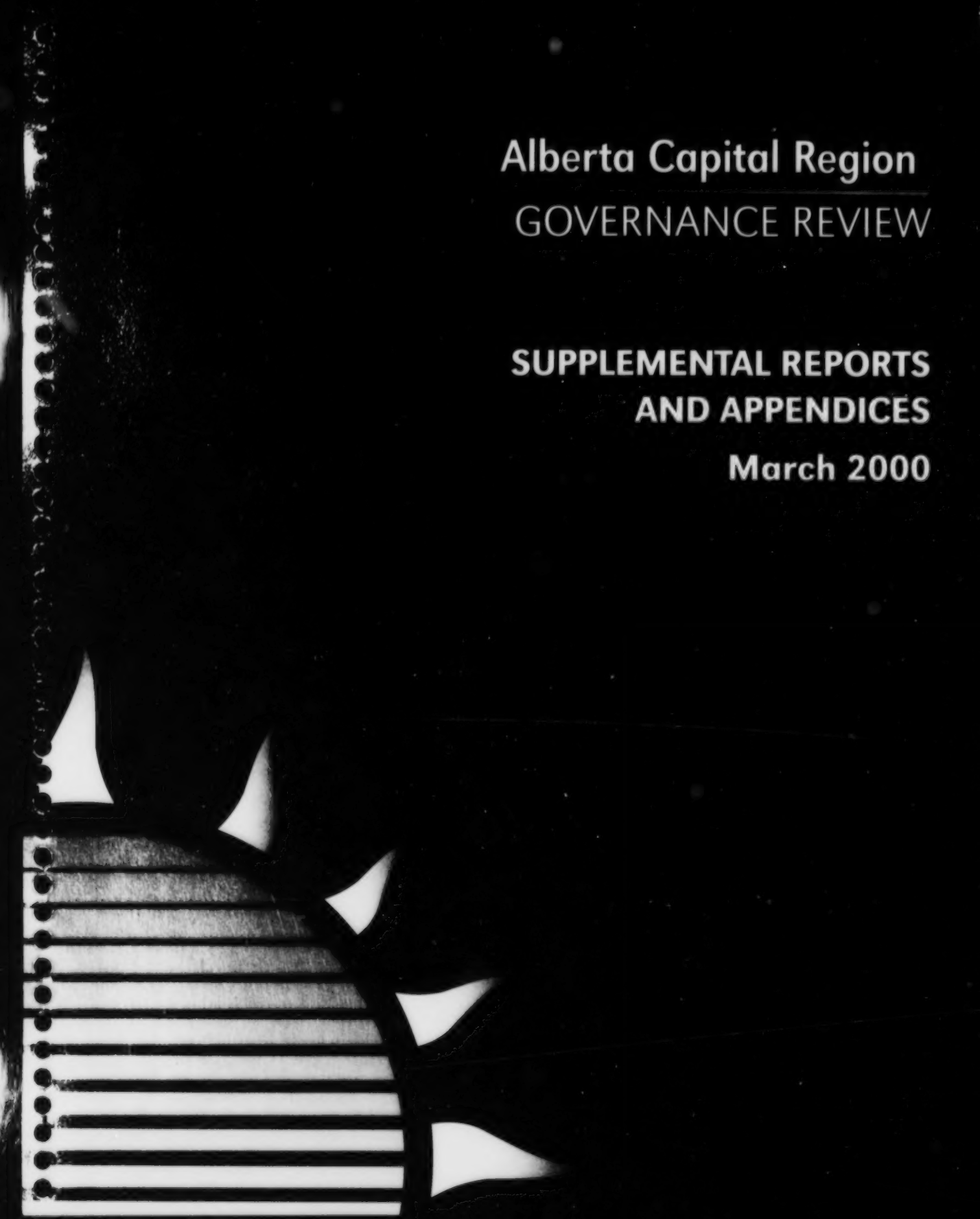
Alberta Capital Region Governance Review

SUPPLEMENTAL REPORTS AND APPENDICES
March 2000

to The Honourable Walter Paszkowski
Minister of Municipal Affairs
Government of Alberta

from Lou Hyndman
Chair
Alberta Capital Region Governance Review

Alberta Capital Region

Table of Contents - *Companion to First Report*

Introduction to Companion Report

This report is a companion report to the <u>Alberta Capital Region Governance Review, First Report, March 2000</u> which contains the Project Chair's recommendations to the Minister of Municipal Affairs.

Contained in this five part companion report are three supplemental reports which review the discussions of Review participants from February 1999 to February 2000. As well, this companion report contains two appendices that include stakeholder and public input (appendix 1) and response from elected officials and municipalities (appendix 2).

Overview of process

The Alberta Capital Region Governance Review (ACRGR) was initiated in June of 1998 by the Honourable Iris Evans, Minister of Municipal Affairs. A number of meetings were held between the Minister and the Chief Elected Officials (CEOs) of the municipalities in the Alberta capital region. Terms of reference for the Review were discussed, including the need for principles to guide the process. In September of 1998, the municipalities in the region participated in a joint initiative that directed funding to a major roadway in Edmonton that will benefit all in the region.

In December 1999, Mr. Lou Hyndman accepted the appointment of Chair of the project and agreed to oversee an extensive review of how best to coordinate decisions of a regional nature, whether there would be some benefit to integrating some services on a regional basis, and whether the provincial government and municipalities need to review their relationship to respond to any possible changes.

At the first meeting in January of 1999, the CEOs of the Alberta capital region officially took on the role of leaders and decision makers within the process. It was agreed that they would meet regularly throughout the process and oversee any work delegated to subcommittees, consultants, or the project office. They also agreed that all elected officials in the region would need to participate at key decision points.

CEOs reviewed and approved in principle a Review process that would unfold in four stages.

From February to April 1999, a framework for the Review was developed including a process, principles, objectives, thresholds, opportunities, challenges, and a definition of success. In late March, a Regional Planning Workshop for all elected officials of the region was convened (key decision point) to review the proposed framework.

In April, based on what they had heard, the CEOs modified and approved the framework for the Review. A Project Newsletter was published providing review participants, stakeholders, and the public with the information. Included were the following principles by which the Review would be conducted:

- **Open, frank and transparent discussion, anchored in a basic respect for each other's perspectives and opinion.**

- **A cooperative and mutual relationship with the provincial and federal governments.**

- **Respect for the distinct characteristics that define each participating community.**

- **Best possible service for citizens, without concern for where a particular boundary is drawn.**

- **Existing inter-municipal agreements will help develop new relationships within the region.**

- **Fair and reasonable agreements that respect the reasons for dissension and build on the central role of Edmonton and the strength of the region.**

- **Quality and objectivity of studies.**

In April, the CEOs also approved the plans for Stage 2, creating and comparing options, and set the guidelines for three working groups.

They agreed that it was important that review participants learn as much as possible about other regions. In Stage 1, municipal representatives had the opportunity to interview Mr. Tom McGee, a former Mayor of Drayton Valley and a former president of Alberta Urban Municipalities Association, and Mr. Ken Cameron, Manager of Policy and Planning for the Greater Vancouver Regional District. CEOs also participated in a future scenarios workshop conducted by Dr. Arden Brummell of Calgary. The scenarios illustrated how different behaviours and priorities could change the future outlook for the region.

Between May and September 1999, three working groups composed of Chief Administrative Officers (CAOs) investigated options and criteria for consideration in three major areas: governance, service delivery and municipal relationship with Province.

In June 1999, municipal representatives had the opportunity to interview Dr. Katherine Graham of Carleton University and Dr. Robert Bish of the University of Victoria, considered knowledgeable experts both on regions in Canada and elsewhere, and on future issues that metropolitan areas need to consider.

In September and October, as ideas emerged from the working groups, their ideas and options were tested with both elected officials and stakeholders through the use of a Workbook distributed to both groups at separate events. (See appendices 1.1 and 2.1 of this companion report for summaries of the Workbook response.) At each event, participants had the opportunity to hear from, and talk with, Mr. Curtis Johnson, the former CEO of the Metropolitan Council in Minneapolis-St. Paul and a member of the Citistates Group which reviews regions throughout North America. Also, in October a series of discussion sessions were held throughout the region for elected officials and a discussion forum was held for stakeholders. (See appendix 1.2 for a summary of the stakeholder discussion.) In each case, the working group ideas were presented and participants could clarify their understanding of the options.

The need for a social profile of the region and a "high level" economic and financial profile was identified by working group members and endorsed by CEOs and the Chair.

In November, elected officials gathered in another workshop to further review the options and ideas brought forward by working groups. Leadership principles, service delivery goals and a new relationship with the Province received majority support (see appendix 2.2). At this time, some Councils in the region provided the Chair with a formal response to the options under discussion or provided ideas of their own. (See appendix 2.3 for a summary of their submissions.)

STAGE 3
November 1999 to March 2000
From early November 1999 to March 2000, the CEOs and CAOs, through subcommittee work and in their regular meetings, worked together to finalize the key elements of this First Report. The regional vision, service goals, leadership principles and behaviours, and framework of regional responsibilities were reviewed, refined and approved. In January 2000, CEOs approved, in principle, statements on regional governance.

In February 2000, these key elements were tested with the public through a telephone survey, a series of community discussion groups, and through the distribution of a Discussion Guide to municipalities and libraries. (See appendix 1.4 for a summary of the community input and a copy of the Discussion Guide.)

Also, in February, two profiles of the region were completed and presented to both elected officials and stakeholders at a joint event in St. Albert.

- A Social Profile of the Alberta Capital Region, by Community Services Consulting Ltd., Mr. Peter Faid, and
- Regional Economic and Financial Analyses: A Visual Summary, Nichols Applied Management, Mr. Peter Nichols.

Submissions from stakeholders were invited early in the Review and received by mail throughout. On February 18, 2000, an opportunity was provided for stakeholders to make submissions to the Chair on a "one to one" basis. (See appendix 1.3 for a summary of all stakeholder and public submissions received to March 15, 2000.)

On February 29, 2000, at a special CEO meeting, a preview of the Chair's recommendations was provided to CEOs so that they might have the opportunity to review them with their Councils prior to the Chair submitting them to the Minister of Municipal Affairs. Responses from the municipalities were tabled at a CEO meeting held on March 22, 2000. (See appendix 2.4 for copies of all responses received from municipalities.)

Following the submission of this First Report, and acceptance by the Minister of Municipal Affairs, the next stage of the Review is expected to commence.

STAGE 4
April to Fall 2000

Newsletters and Bulletins from the Chair

The following information pieces were published and distributed to review participants during the Review:

June 1999: Prospects (newsletter)

July 1999: Bulletin from the Chair

November 1999: Bulletin from the Chair

January 2000: Bulletin from the Chair

Newsletters and bulletins were distributed as follows (and also posted on the project's web site):

- All capital region elected officials (including municipal, provincial and federal representatives)
- All provincial government Cabinet Ministers
- All Chief Administrative Officers, including a supply for each municipal office in the region
- All capital region public libraries
- Approximately 275 stakeholder organizations

Studies completed for the Review

Studies/Reports (commissioned by the Chair)

Title	Author	Date
A Social Profile of the Alberta Capital Region	Community Services Consulting	11/99
Alberta Capital Region Governance Review Workbook Results	Equus Consulting Group	10/99
ACR-Group B: Service Delivery Phase I	Pommen & Associates Limited	07/99
An Annotated Bibliography of Regional Reports	Equus Consulting Group	04/99
Costs and Benefits that Flow Between Central Cities and Suburban Communities in Metropolitan Regions: A Review of Literature	Nichols Applied Management	11/99
Discussion Paper for the Alberta Capital Region Governance Review	Nichols Applied Management	03/99
Focus Group Discussions with the General Public on Regional Governance	Research Innovations	09/99
Interview - Bettie Hewes	Equus Consulting Group	04/99
Interview - Dr. Robert Bish	Equus Consulting Group	06/99
Interview - Dr. Katherine Graham	Equus Consulting Group	06/99
Interview - Mr. Curtis Johnson	Equus Consulting Group	09/99
Interview - Mr. George Puil	Equus Consulting Group	03/99
Regional Economic and Financial Analyses: A Visual Summary	Nichols Applied Management	01/00
Regional Governance - Other Stories	Equus Consulting Group	04/99
Review of Municipal Government Act	Field Atkinson Perraton	09/99
Standing in the Middle of 100 Years of Change	Equus Consulting Group	03/99
Summary of Community Input	Calder Bateman Communications	03/00
Scenarios of the Future of the Alberta Capital Region	Dr. Arden Brummell	02/99
Working Group A Report: Decision Coordination & Leadership Options	Working Group A	08/99
Working Group B Report: Potential for Regional Integration of Service Delivery	Working Group B	09/99
Working Group C Report: Provincial-Municipal Interface Concerning Regional Matters	Working Group C	10/99

ACRGR Web Site < *www.acrgr.org* >

A web site was established for the Review in February 1999. It has been used as a tool to provide both its members (i.e., elected officials) and the public with timely information about the process and upcoming events –such as regional planning workshops, information presentations, interview opportunities with guest speakers, and stakeholder events. In keeping with the "open, frank and transparent discussion" (process guidelines), as much information as possible was made available on the web site in a timely manner, including: meeting summaries, submissions received, information presentations and interviews, studies, news releases, newsletters and bulletins from the Chair. The "Document Library" of the web site is now an extensive resource for review participants and the public.

In January 2000, the site was redesigned to provide opportunities for public input. Citizens could register for public meetings, complete and submit a survey about emerging ideas, and use a public bulletin board as a forum for discussion. An interactive "Question and Answer" section was also added.

As of March 2000, the web site has been visited 9,232 times.

Stakeholder List

The stakeholder list is a compendium of key organizations who might have an interest in the results of the Review. The list was compiled jointly by the Review's project office and capital region municipalities. It includes: public libraries; businesses and business organizations and chambers; educational institutions and authorities; health authorities, community health councils and advisory boards; industry and industry associations; media; community organizations, societies, foundations and clubs (seniors, recreation, youth, philanthropic, social, cultural, historical); environmental organizations; agricultural service boards; the regional airport authority; ambulance authorities, fire and emergency response and police services; unions, service commissions, economic development organizations, and interested citizens.

The list currently includes over 270 organizations and individuals and is open to additions at any time from municipalities, stakeholders or other review participants.

Governance of our region: What are the options?

Alberta Capital Region Governance Review

Supplemental Report 1
MARCH 2000

Supplemental Report 1 is part of the companion report to the <u>Alberta Capital Region Governance</u> <u>Review, First Report, March 2000</u> which contains the Chair's recommendations to the Minister of Municipal Affairs.

Supplemental Report 1 further describes advice received by the Chair from municipal representatives and expert advisors, between February 1999 and February 2000.

This report is one of three supplemental reports. Please also see:

Supplemental Report 2: <u>Will regional services integration be beneficial?</u>

Supplemental Report 3: <u>A shared vision and a shared commitment - A new</u> <u>relationship between the Provincial Government, the Region and the Municipalities</u>

Table of Contents

Alberta Capital Region

Introduction

Purpose of report

This report describes the governance models that were discussed during the Review and provides some insights into the background issues and considerations that shaped those discussions. Eight governance models were discussed and are described herein. Three of these models became the focus for public discussion as the Review proceeded.

A "made in the region" approach

It was significant that the Minister of Municipal Affairs asked for a "made in the region" approach during this Review. It was made clear, from the outset, that the Province wanted the municipal leaders to develop the best approach through discussion among themselves. The Minister wanted reform, but made it clear that the Province did not want to impose a solution. The Province also did not want to import a solution from elsewhere - unless that solution was adapted to the needs of the region.

Context for the discussion

Throughout the Review, there was considerable anxiety about the possibility that recommendations could lead to a change in the structure of government in the region. Similar anxieties were experienced in regionalization processes in other Canadian locations (such as Toronto, Halifax and Ottawa). Dr. Katherine Graham[1] noted that many considerations are bundled into this anxiety, including "normal human fear of change."

The Review Chair and the Minister of Municipal Affairs repeatedly made public statements to assuage the concern that municipalities would be forced into mergers. The message was that "forced amalgamation will not be considered in this Review." This statement eliminated the possibility that the Chair could ask the Province to force municipalities to amalgamate. Nevertheless, the potential for forced reorganization remained a spectre throughout the Review.

On the other hand, the Minister also stated from the outset that, "the status quo is not acceptable." This statement was intended to motivate municipal elected officials to think longer term, and to openly consider change. This statement became a point of contention throughout the Review, but it remains the direction to the Review participants.

The work behind this report

In this Review, a group of chief administrators of municipalities met as Group A[2] to describe a full range of options that had potential to meet the emerging governance requirements in the region. Their discussions provided a basis for comparing governance options and helped diminish widespread suspicion that the choice of governance option was predetermined. The group met six times between May and July 1999.

No perfect models

Dr. Katherine Graham, Dr. Robert Bish[3] and Mr. Curtis Johnson[4] were important advisors to the Review who noted that the choice of a governance approach is very specific to a region. They all advised against trying to import solutions without careful consideration of the local context (i.e., no governance models from elsewhere would be a perfect fit for our region).

The concept of governance and its relationship to our region

Governance decisions include goals, priorities, outcomes, budgets, resource allocation, delegation of responsibilities, approval of capital and operating costs, establishment of limitations or exclusions, and recognition of liabilities

In this Review, "governance" refers to the means by which people develop and implement shared priorities and policies. It refers to the formal and informal processes by which our region makes collective decisions for the greater good of the region. Dr. Graham noted that it can include, "many forms of inter-action between governments, quasi-public agencies, the voluntary sector and the private sector."

In municipalities, an elected council takes on the governance role. In a non-profit corporation, an elected or an appointed board takes on the governance role. The responsibility of the council or board members is fiduciary; that is to say that they hold the shared public assets in trust for the citizens and communities that share their investment in the common good.

What "regional governance" attempts to achieve

Group A identified a list of questions that should be considered in any decision about the best approach to regional governance. While they did not intend this list to be exhaustive, it did provide a basis for discussion. This list is restated below as guidelines for ideal regional governance:

- The responsibility for governance must be clearly assigned.
- Governance must be accessible to citizens.
- There must be an effective way to establish regional priorities.
- The needs and aspirations of each community must be represented.
- The responsibility for service delivery must be clearly assigned.
- Changes in governance must add value for citizens by improving effectiveness and/or efficiency.
- Governance must be adaptable when major changes occur.

Considerations related to regional context

The development of the region has not been typical of the "prairie city" vision with a single centralized core and suburban sprawl.

Instead, many of the communities in the capital region have their own historic origins and have developed around defined cultural patterns. While the communities are inter-dependent, they are also proudly self-directed. In addition, other factors have to be considered:

*   The area of our region, as proposed, is the largest metropolitan region in Canada, as shown in Figure 1.

Metropolitan Region	Regional Population	Area (sq. km.)	Population Density**
Alberta Capital Region	862,957	9,383	92
Calgary Region*	821,628	5,083	162
Vancouver (GVRD)*	1,947,550	4,664	418
Ottawa (RMOC)	747,650	2,757	271
New City of Toronto	2,400,000	636	3,774
Winnipeg (CMA)*	667,209	4,078	164

Source: Alberta Municipal Affairs, New City of Toronto, Ottawa Transition Board.
* Statistics Canada - 1996 Census.
** per sq. km.

Figure 1
Relative size of metropolitan regions in Canada - 1996

Note:
GVRD = Greater Vancouver Regional District
RMOC = Regional Municipality of Ottawa-Carleton
CMA = Census Metropolitan Area

*   There is a low average population density in the region (see Figure 1 above).
*   More than 20 municipalities are included in the region.
*   There is a large amount of rural area in our region.
*   Four of the ten largest municipalities in Alberta are located outside Edmonton, but within the region.
*   The City of Edmonton represents a relatively large portion of the region's population, capital spending and maintenance.
*   The region already has experience with a voluntary co-ordinating agency: the Alberta Capital Region Alliance (ACRA).

Assumptions about the future

In order to identify and assess governance options, Group A defined a list of assumptions about the future which were relevant to the Chair's consideration of these ideas. They are listed below:

*   There will be an increasing need for regional coordination in the future (ACRA has already acknowledged the need to respond to external drivers and global economic changes).
*   The regional population will grow significantly over the next 30 years.

- The cost of services and infrastructure will challenge most municipalities.
- New technology will change citizen expectations (i.e., communications and information technology encourages "at home" connection).
- The relationship between the province and the municipalities will change (as signaled by current provincial support of this process).
- The balance between effective democracy and effective service delivery will be a challenge.

Service delivery and regional governance

Throughout the Review, the concept of regionalizing service delivery became intertwined with the concept of creating regional governance. The two concepts are related and fit naturally together. In the review, however these two concepts were considered separately.

Group A briefly explored the possibility that a series of regional services boards could become a regional governance framework. They concluded however, "that service boards and commissions are a service delivery mechanism that could work within any governance framework." They also cautioned that "Multiple regional service boards would add complexity to regional decisions rather than reducing complexity. Simplification of regional management should be the goal."

Regional service boards (such as the Capital Region Sewage Commission) *are* governance agencies as they do act to "set and achieve public policy goals." However, these boards act within a narrowly defined range of policy. Group A was pointing out that establishing such boards is not a separate model of governance, but a natural part of regional governance that could fit within most models that were discussed.

The conundrum is to find efficiencies through improved regional integration of service delivery, without creating a fragmented series of regional service boards and commissions. Decisions about what services could be integrated and how that should be accomplished are governance decisions. It would seem that the governors who make these decisions should have a clear responsibility in relation to whatever service delivery mechanisms are actually employed.

Before the Review is completed, there must be agreement about the relationship between those responsible for regional governance and those responsible for delivery of integrated regional services (see Supplemental Report 2 entitled Will regional services integration be beneficial?).

Regional governance is not the same as centralization

Some participants in the Review were concerned that "regional governance" was simply another way of saying "central control and delivery." This is not the case. From the outset, the Review included both centralized and decentralized approaches to governance and service delivery. Group A was asked to consider the full range of options, and did so successfully.

Regional governance: importance of leadership

A related thought that all three expert advisors supported was the concept that quality leadership is very important to the success of the region. Leaders who believe in the solutions to be implemented play an important role in the success of the region. If leaders lack the will or the skill to carry forward the idea selected, then the future of the region will likely be harmed rather than helped.

Group A also recognized that no governance model can, by itself, ensure effectiveness and efficiency. Leadership is critical to the success of any effort to achieve the best possible results in the region. As guidance, they identified a list of leadership principles and behaviours that would typify desirable regional leadership. This list was consolidated and then addressed by municipal elected officials at a major workshop on November 5, 1999. The results were forwarded to the Principles and Criteria Subcommittee[5] which addressed any concerns raised. The revised version was then reviewed by the CEO network on December 15, and formally approved on January 19, 2000.

Good local governance is best achieved by principle-centred leadership behaviours.

Leadership Principles

- **Respect Local Needs: Seek to recognize and understand each other's perspectives.**

- **Trust and Mutual Respect: Transparency of information and equal opportunity to contribute to solutions.**

- **Clear Goals: Desirable outcomes are defined for each issue.**

- **Shared Issues: Elected officials in municipalities in the region focus on common issues.**

- **Interdependency: Work together for mutual success. Focus on cooperation and mutual benefit.**

- **"Grass roots" Involvement: Any changes that affect municipalities are based upon consultation with those who are affected by the decisions. This is a two-way process, involving both listening and talking.**

Leadership Behaviours

- **Appropriate Community Input:** Identify community expectations and ensure convenient and effective opportunities for input on regional issues.

- **Consistency:** Develop a process to ensure that regional matters are handled in a way that is known and understood.

- **Dispute Resolution:** Develop a process to resolve disputes that is known and understood.

- **Communication and Sharing:** Ease of discussion and exchange among municipalities at the political, administrative and community levels.

Seven governance models

Group A identified seven governance models that could be considered for this region. Each model had strengths that were worth considering and weaknesses that raised concerns.

All seven models are described below. Group A did not identify a preferred model. Instead they identified three approaches they considered most promising for further study. These three: ACRA Evolved, Mandated Coordinating Agency, and Four to Six Sub-Regions, later became the focus for public input. Other ideas included are Uni-city, Two-Tier Government, Open Competition, Service Boards and One-Window Network Government.

Three approaches that were examined in detail ...

MODEL A
Alberta Capital Region Alliance
(ACRA) - Evolved

Since 1994, elected leaders in the region have explored the use of a voluntary forum to provide a mechanism for discussion of regional issues and priorities. Initially called the Alberta Capital Region Forum, it was incorporated in 1997 as the Alberta Capital Region Alliance. The number of members in the organization has varied, but rose to include 23 municipalities in 1998. The Alliance is based upon an executive board made up of one member from each municipality and an elected officials forum which includes all 147 municipal elected officials in the region. It has matured over the years, and has recently demonstrated several successes in gaining regional consensus about priorities or approaches. Municipalities pay membership (generally in proportion to population) and receive one vote per municipality in regional decisions.

"over time, regional decisions will become easier... a regional body will increase regional thinking"

Group A put forward the idea that ACRA will evolve naturally over the next several years as regional needs arise. This model assumed that regional cost-sharing agreements are emerging, that full participation will be the norm, and that the organization can provide the necessary leadership. The success of an ACRA-Evolved model is dependent upon continued growth in regional cooperation and comfort with the voluntary regional decision process.

In October 1999, a workbook describing governance ideas was circulated and the response suggested that 49% of the 57 elected officials who responded preferred the ACRA idea at that time, while only 26% of the 50 stakeholders who responded preferred the idea.

At a November 5, 1999 workshop, 44% of the 111 elected officials who attended supported the ACRA idea, but many of them suggested changes to the idea that made it similar to the "mandated coordinating agency" idea.

In a telephone survey conducted in February 2000, 75% of 1,200 respondents felt this idea could be effective. This idea was formally endorsed by three municipal councils (in some cases, the councils proposed variations of the idea).

A critical part of this concept was the idea that the municipalities of the region would agree, at the outset, to a "regional mandate that allocates certain powers and responsibilities to a regional entity." The idea was that this mandate would be negotiated among the participating municipalities (many participants later speculated that the province would demand that all municipalities in the region participate, or that the province would stipulate requirements that must be met, but this was not part of the original idea).

MODEL B
Mandated Coordinating Agency

The core idea was that an agency with "a small administrative staff" would be guided by a board composed of chief elected officials. This idea differed from ACRA-Evolved primarily in that the board would have a clear mandate from the municipalities at the outset, that membership of the municipalities would be mandatory, and that there could be a responsibility for some regional service delivery.

Group A originally speculated that some services would be mandated to the regional agency but would be "delivered through a range of service delivery mechanisms including, but not limited to, municipalities, boards, commissions or private organizations."

The stability of an agency that has a consistent membership and a clear mandate from its constituent municipalities would presumably provide improved coordination with the Province. The agency would be efficient if there was "little central bureaucracy." As with ACRA, "over time, regional decisions will become easier."

Responses to a workbook describing governance ideas in October suggested that 35% of the 57 elected officials who responded and 32% of the 50 stakeholders who responded preferred this approach.

At the November 5 workshop of elected officials, only 7% of the 111 participants endorsed this idea (written submissions and verbal presentations indicated confusion between this idea and ACRA-Evolved). 44% of elected officials suggested "other" ideas –largely variations of the mandated coordinated agency idea.

A telephone survey conducted in February 2000 tested a similar idea called "compulsory partnership." Many respondents expressed a concern about the word "compulsory." Sixty-nine per cent (69%) of 1,200 respondents thought this idea could be effective.

Five municipal councils endorsed this idea (in most cases, variations were proposed).

MODEL C
Four to Six Sub-regions

Originally, the idea of creating four to six sub-regions was a simple concept: reduce 22 municipalities of various sizes and types to a handful of municipalities which would each have a diverse tax base and a substantial geographic area. Ideally, each sub-region would be designed to be balanced and sustainable.

This reorganization would institutionalize the emerging sub-region cooperation and would simplify coordination at the regional level. It would still require a regional association to provide a table at which the sub-regions discuss regional matters. However, regional decisions might be simplified because of the reduced number of municipalities and the common sub-regional experience that all parties would share.

The challenge:
Will municipalities accept
this reorganization?

While the idea of four to six sub-regions had appeal, it could only be implemented within the Review if the municipalities agreed to the reorganization. The promise that "no forced amalgamation will be considered" eliminated the possibility that the Chair could recommend to the Province that this solution be imposed.

Response to the four to six sub-region idea received more media response than any other. In media reports, the sub-region idea was frequently called "mega-city."

Three sub-region ideas were discussed during the Review:

- Simply dividing the region into four equal pieces (like a pie);
- A boundary extension to incorporate most of the densely populated urban area into a single sub-region (surrounded by four rural sub-regions);
- A sub-region approach without boundary changes (essentially, the region would work together in approximately six "market areas").

Responses to a workbook describing governance ideas in October 1999 suggested that 12% of the 57 elected officials who responded and 32% of the 50 stakeholders who responded preferred this model. At the November 5 workshop, 5% of the 111 elected officials who participated expressed a preference for this idea.

A telephone survey conducted in February 2000 tested the idea of "restructuring into four to six sub-regions which means new municipalities and boundary changes." Forty per cent (40%) of 1,200 respondents thought this idea could be effective.

Four other approaches ...

MODEL D
Uni-City (or Mega-City)

In this model, the governance and service delivery for the entire region would be provided by a single municipal government. The model assumes that efficiency and effectiveness of regional government would be improved by two factors:

Economies of scale: service provided to a larger market area; and

Elimination of inter-municipal interfaces: no need for negotiation among municipalities to achieve decisions.

It became clear during the Review that the uni-city idea was a source of anxiety. Many municipal representatives expressed strong opposition to the idea. Three major concerns were raised about the uni-city idea:

• Centralization of government would amount to loss of local autonomy;

• Centralization of services would remove local delivery and management (and citizens would lose local solutions that are adaptable to their situation); and

• The loss of volunteers and local employment relationships could raise costs and diminish community ownership. It was unclear whether there would be savings or costs associated with the centralized approach.

The idea was set aside because it was not obvious that a uni-city would be more effective and efficient, and because many leaders disliked the idea and had little desire to make it work. It became obvious that most municipalities in the region would not willingly participate in reorganization into a uni-city, so the idea was not studied further.

One way to address regional matters is to create a new regional level of government. Since the new government must share responsibilities with existing municipal governments, this model is often called "two-tier" government. There was little support during the Review for the creation of another level of government. In fact, one of the guidelines that emerged to define success was that another level of government not be created.

MODEL E
Two-Tier Regional Government

It became clear during discussions that municipal representatives do not want any solution that results in more people working at governing and administering local matters in the region.

What constitutes another level of government? The guidelines that emerged were that a regional entity would not be another level of government if it did not have direct power of taxation, did not elect councillors, and did not have large staff, equipment or facilities that compete with corresponding municipal capabilities. The "rule of thumb" was that any regional entity should strive to be minimal in size, and that the building of a new bureaucracy must be avoided.

MODEL F
Open Competition

We live in a time of open markets and competition. The development of electronic commerce and networked information systems will expand the potential of open market competition.

It is not surprising then that Group A speculated about the potential to create a region in which municipalities are encouraged to compete openly. In this approach, the municipalities are pushed toward strategic decisions by market forces.

It was noted that this approach could create unwanted conflict. The collision of incompatible decisions created by separate market strategies could hinder the success of the region. There was concern that there might be "have" and "have not" communities in the years ahead if market forces were the sole driving force.

MODEL G
One Window Network Government

The world is rapidly becoming a connected electronic network. This model proposed that citizens could access government services and policy via a single electronic window on the assumption that many citizens may not know (or care) which level of government is responsible for a particular service. In the proposed model, a citizen would merely locate the topic of interest to make an inquiry without concern for where the governance or service responsibility lay.

This idea was not further developed within the Review, but it should be considered in a plan that addresses the next 30 years.

The concept of networking was addressed in part by chief elected officials within the review and emerged as the following statement:

> **Information protocols should be shared among munici-palities in the region.**

This idea was reviewed at the December 15, 1999, CEO network meeting and was endorsed at the January 19, 2000, CEO network meeting. This idea does not suggest reorganization of government, but it does suggest that many individual governments should examine how to share electronic information, and information protocols. This would significantly improve the ability of these governments to share and compare information, and would allow smaller municipalities to share in the information and analyses that are developed by the larger municipalities.

1.   **Dr. Katherine Graham**
      Associate Dean
      Research and Faculty Development
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      Dr. Graham was recommended to the Review as an expert in regional governance by the Federation of
      Canadian Municipalities.

2.   **Members of Working Group A**
      Martin Taylor, Town of Bon Accord
      Bruce Thom, City of Edmonton
      Larry Majeski, Leduc County
      Simon Farbrother, City of Spruce Grove
      Bill Sutherland, Strathcona County

3.   **Dr. Robert Bish**
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4.   **Mr. Curtis Johnson**
      Citistates Group, Minneapolis, U.S.A.
      Board chair of the Metropolitan Council in Minneapolis St. Paul from 1995-99. Also, an independent journalist
      and commentator on metropolitan issues in urban regions.

5.   **Members of CEO Principles and Criteria Subcommittee:**
      Mayor Brian Brigden, Chair, Town of Redwater
      Mayor Bill Smith (represented by Jeff Bellinger), City of Edmonton
      Mayor Donna Cowan, Town of Stony Plain
      Reeve Frank Schoenberger, Sturgeon County
      Mayor Paul Chalifoux, City of St. Albert
      Mayor Richard St. Jean, Town of Legal

Will regional services integration be beneficial?

Alberta Capital Region Governance Review

Supplemental Report 2
MARCH 2000

Supplemental Report 2 is part of the companion report to the Alberta Capital Region Governance Review, First Report, March 2000 which contains the Chair's recommendations to the Minister of Municipal Affairs.

Supplemental Report 2 further describes advice received by the Chair from municipal representatives and expert advisors, between February 1999 and February 2000.

This report is one of three supplemental reports. Please also see:

Supplemental Report 1: Governance of our region: What are the options?

Supplemental Report 3: A shared vision and a shared commitment - A new relationship between the Provincial Government, the Region and the Municipalities

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Alberta Capital Region

Introduction

The delivery of municipal services in the capital region involves expenditures of nearly $1 billion annually. The potential cost of building new infrastructure and maintaining old infrastructure is a concern for some municipalities. It is not surprising that municipalities should look at regional sharing and integration of services as a possible way to gain efficiencies and reduce costs.

Elected officials and administrators in the capital region recognized their obligation to find the most efficient ways to deliver services. In this spirit, they endorsed further study of the potential benefits of service integration at the regional level, and established guidelines by which the wisdom of service integration could be judged. The discussion within the Review, however, has not established that services should be integrated, only that the potential for gaining value should be explored. A strong consideration is the fact that locally delivered services are customized to the local situation and that it may be difficult to improve on the natural efficiencies that the local scale provides.

No single answer

Participants in the Review recognized throughout the discussions that no single solution would provide the best scale for delivery of all services. Some services, such as local recreation programs, are much better delivered at a local level. Others, such as water treatment and delivery can be efficiently delivered at the regional scale.

Similarly, some services, such a sewage treatment operate best as a centralized service, because they rely upon one or two facilities that everyone shares. Other services, such as information technology or community social services, can operate in a highly decentralized manner, even if they are coordinated at a regional level.

The key then, is not to impose a single solution or to assume that a centralized approach is better. It is, instead, to determine the appropriate level of coordination or integration, using the guidelines that were developed by participating municipal representatives.

Working group B

A committee of municipal administrators, which came to be known as Group B[1] established the basis for the discussion about service delivery that ensued. They established the concept of a scale of regional service integration, which ranged from reliance on local service delivery, through option regional coordination, through a shared regional service agency, to a fully centralized regional service.

They also established a range of decision factors that could be used to guide decisions about appropriate approaches to service delivery in the region. Finally, they identified 35 services and made an initial effort to identify the appropriate approach for each service.

The group worked from May 1999 to August 1999 and met seven times.

Why service integration?

Service integration is contemplated in the region because there may be opportunities to improve cost-effectiveness and strengthen the region's ability to create future opportunities. The review of service integration potential is an attempt to continually improve value for citizens. The fact service integration is being studied should not be taken as an indicator that current service delivery in the region is inefficient.

Municipalities have a good record

The actual cost of service delivery in the region has declined during the past decade. During a six year period from 1992 to 1998, municipalities in the region experienced a significant decline in operating transfers for the Province, but held the line on municipal taxes (see Figure 1).
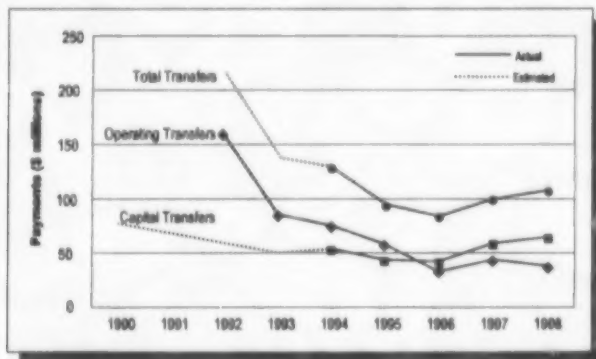
Figure 1
Transfer payments from the Province to the Alberta Capital Region, 1992-98

Source: Alberta Municipal Affairs financial data and Nichols Applied Management estimates

Service costs vary - but so do requirements

An assessment of service delivery costs completed by Nichols Applied Management[2] indicated that there is a significant range in the cost of service delivery from one municipality to another, within the region (see Figure 2).

Figure 2
Range of costs for service delivery
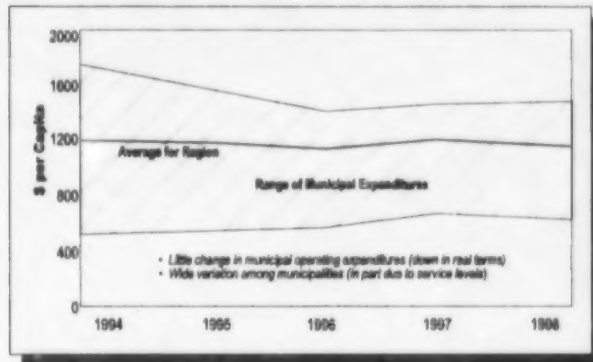
Source: Alberta Municipal Affairs financial data and Nichols Applied Management estimates

This range of costs may be an indicator that some municipalities have developed "best practices" that could be a benefit to others. However, the size and service standards of the municipalities vary considerably - so variance in service delivery costs is not surprising. The City of Edmonton, for instance, has by far the most complex service delivery requirements (because of its size and diversity).

Service delivery goals

Service delivery goals describe the expectations that should be used as guidelines in any review of potential improvements to service delivery. These goals were first tabled in September and were reviewed and discussed extensively afterward.

The goals that emerged as a result of these discussions are listed below in random, rather than priority, order.

Service integration goals

Potential for integration of service delivery in the region should be studied. Service integration should be guided by the following:

1. **Citizens will receive best value for their dollars.**
2. **Citizens will benefit from service and facility enhancements in the long term.**
3. **Service delivery will be flexible enough to allow each community to choose its preferred service level.**
4. **Volunteerism will continue to be supported and encouraged.**
5. **Citizens will know who is responsible for service delivery and concerns.**
6. **Sustainable benefit to the region will be a priority.**
7. **Service delivery will be more cost-effective after restructuring.**
8. **No new level of government will be created.**
9. **Community identity will be maintained.**

These goals were refined after several reviews. Initial comment was received in October 1999, when elected officials and stakeholders responded to a workbook including the first variation of these goals.

- More than 80% of the 59 elected officials who responded thought that most of these guidelines were important. Two guidelines received less support, and both were later dropped.

- More than 80% of the 50 stakeholders who responded thought that most of these guidelines were important. Two guidelines (different than those not endorsed by elected officials) were viewed to be less important. One of these has since been dropped and one modified.

Alberta Capital Region

The goals were again reviewed at an elected officials workshop on November 5, 1999. Fewer than 10 percent of the 111 participants disagreed with any of the goals (except one, which was later modified). Many requested modifications to the statements. These modifications were referred to the Principles Subcommittee[3] who addressed all recommendations. The final version of these statements (see previous page) was reviewed by chief elected officials (CEOs) on December 15 and approved in January 2000.

The need for a balanced long term view

Throughout the Review, elected officials expected that immediate cost savings would be the necessary result of service integration. However, municipal service administrators pointed out that service integration decisions have to make sense over the long term.

While the effects of possible service integration in the region have yet to be studied in detail, we anticipate that the following considerations must be viewed in the longer term:

* transition costs may overwhelm short term savings.
* some changes would be made in anticipation of future needs and might not produce savings until those needs were met.
* in some cases, the benefits of changes will accrue only to some municipalities, while other municipalities will experience no change, or increased costs —these cases will have to be weighed in terms of net benefit.
* in some cases, the changes will result in qualitative benefits (service enhancements, safer operation, environmental improvements) rather than cost savings.

Municipalities should report the cost and benefit of any changes in the short term, but citizens should be cautious about demanding immediate cost benefits. While it is unlikely that citizens will tolerate increased service delivery costs, it is hoped that they will support restructuring for long term value. There must be room for changes that only provide benefit in the longer term.

Concerns about centralization and monopolies

During the Review, participants expressed concern that centralization of service delivery could reduce local responsiveness. They also noted the development of service monopolies could result in loss of responsiveness and cost-effectiveness. It will therefore be important that stage 4 studies of service delivery consider all appropriate service delivery options (including, but not limited to, centralization).

Service Delivery Options

Group B identified four alternatives for regional coordination of services ranging from largely local service delivery to largely centralized delivery. These options are described below.

OPTION A
Local Service Delivery

Emphasis would be upon local responsibility for service delivery. Municipalities would generally deliver their own services with their own resources. Municipalities would participate in inter-municipal agreements (which may involve sharing of resources) on a voluntary basis.

- No regional coordinating agency or office would be required.
- Inter-municipal agreements would be voluntary and could be terminated by any signatory.
- Inter-municipal agreements could involve several municipalities (or sub-regions).

OPTION B
Optional Regional Service Coordination

Regional service coordination would occur by agreement among municipalities who chose to participate. Municipalities would establish their own standards for delivery.

- Participating municipalities would establish a coordination body.
- Available to all regional municipalities, but participation would be optional.
- Members would choose what services should be delivered, and by whom, and what standards would be appropriate within their boundaries.
- If the participating municipalities chose, they could create a service delivery agency with a board that they control.
- This model assumes that a regional forum would provide a process for regional decision making.
- It is most likely that staff and equipment would remain at the municipal level, but be shared on a contractual basis.

OPTION C
Mandated Regional Service Agency

The delivery of described services would be regional and all municipalities in the region would participate.

- Municipalities that require the described services would agree to contract the service from the region, but each municipality would choose its own level of service.
- Municipalities would agree to the regional mandate at the outset. They would establish powers or limitations for the regional agency through common agreement.
- Municipal councils would appoint representatives to a board of directors.
- Equipment and staff would be transferred to the regional agency (there could be a transition period).
- Regional agency would be responsible for long term planning and for coordinating capital investments within its service responsibilities.

Municipalities would agree (at the outset) to centralize equipment, facilities and staff in a single regional service delivery agency. A regional agency would establish regional standards, allocate resources and have sole responsibility for the delivery of the service. Municipalities would appoint a board to oversee fair allocation of costs and resources and ensure long term planning.

This approach would not preclude the possibility of different levels of service across the region.

Need for studies of service integration potential

Municipalities that have experienced the benefits of local service expressed reluctance to risk efficient, customized service for a possibly unresponsive central provider. Municipal representatives also cautioned that monopolies may not be motivated to be innovative and efficient over the long term.

Feasibility studies of service integration will be needed to support the selection of the best service delivery options. The ideal situation is to achieve efficiency without losing responsiveness, innovation and accountability. In service areas that are capital intensive and have little dependence upon direct customer service (e.g. water treatment, sewage disposal, solid waste disposal), centralized services have much potential to provide benefits. Services that are dependent upon interaction between people, and which must be responsive to local requirements will have to be scrutinized more closely.
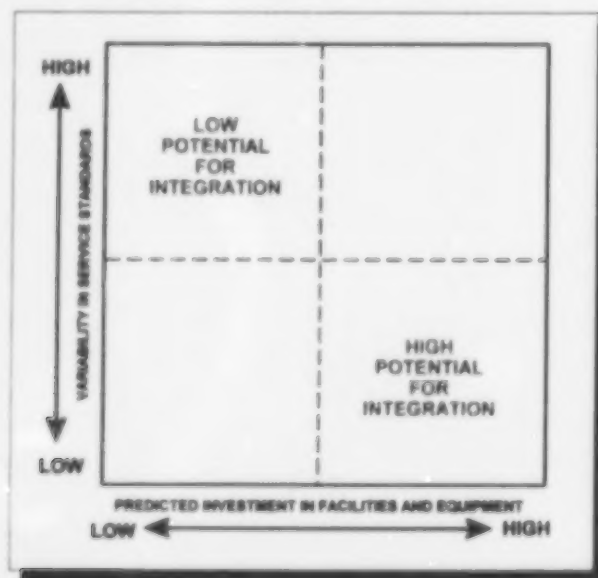
Figure 3
Opportunity for regional cost-effectiveness increases with cost and decreases with variability

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It is possible for changes in service delivery to have unintended consequences (e.g., loss of responsiveness or increased cost). It is important that an imposed solution not impede the potential for a service to be provided in the best possible manner. In some cases, the maintenance of competitive municipal delivery systems within the region may be important to ensure that long term value is maintained. In other cases, a range of possible service providers, including for-profit corporations, non-profit agencies and municipal government delivery systems will provide alternatives for municipal administrators.

Should regional participation in any service be optional?

There was much discussion about whether municipalities should have the option of participating in regional service delivery. Some municipal representatives cautioned that efforts to force service integration would be offensive to citizens and could lead to undesirable results. Others noted that in any given regional service, there would be some "winners" and some "losers." Allowing any municipality to opt out at any time would make it very difficult to implement regionally integrated approaches. There are some "core" services that all will need.

In general, it appears that municipalities should be able to either (a) opt out of service proposals when they can make a strong business case for doing so, or (b) agree to a "service option" which best meets local service expectations. There was significant concern that municipalities could be forced to change service standards and methods that were proven to work well. The best approach is likely service-specific.

Governing service delivery

Municipalities will be concerned if any changes in service delivery reduce their confidence that quality service delivery and cost-effectiveness can be assessed. They feel they must have a voice in decisions about service delivery if they are investing public funds, facilities or equipment. Some municipalities felt that a municipality's "voice" in the agency should be related to its investment.

In general, the issue of fair governance is likely to be resolved in one of three ways:

- Reliance upon contractual agreements that allow municipalities to terminate services is they are not satisfied.
- Establishment of service delivery boards that allow participating municipalities to be represented on the board.
- Establishment of a regional governance approach that oversees all service delivery decisions (see Supplemental Report 1: Governance of our region: What are the options?).

Services with the most potential for regional integration

Group B identified a list of 35 services and made an initial assessment of the best approach for these services to be delivered within the region. It is important to note that this analysis of services was only an estimate based upon personal experience. It was the beginning of the discussion about services, not a definitive categorization. The full results of the work by Group B are available in a report entitled <u>Working Group B Report to the Chief Elected Officials: Potential for Regional Integration of Service Delivery</u>.

Group B members were not of one mind about the best way to deliver each service in the region. The following results describe only a general pattern of responses. It must be understood that management of services at a regional or sub-regional level does not necessarily imply that local municipalities would lose their option to not participate. That said, the response of the eight administrators suggested:

- Local roads construction, maintenance and support.
- Recreation programming and small recreation facilities.
- Municipal planning within municipal boundaries.
- Administration services such as human resources, finance, corporate services and legal.

Services likely best delivered by local municipalities

- Primary and secondary highways, inter-municipal roads and transportation planning, public transit.
- Fire services (especially services that require shared specialized expertise or equipment), emergency medical call center and dispatch, ambulance and disaster response services.
- Water treatment and transmission (and possibly distribution).
- Large recreation facilities; family and community social services coordination; library services.
- Specialized police, and possibly all police services.
- Waste treatment, including sewage disposal and treatment; solid waste treatment, and recycling.
- Planning beyond municipal boundaries and safety codes.
- Property assessment, risk management and information technology and databases.
- Economic development.

Services with the most potential to be managed at a regional (or sub-regional *) level

* "Sub-regional" here means: among several, but not all municipalities. Group B noted natural market relationship among adjacent municipalities.

Group B also commissioned Dennis Pommen and Associates to undertake interviews with a sample of municipal service managers in order to provide another opinion about the best approach to deliver each of these services in the region.[4] Pommen's analysis was restricted to five service areas. The results reinforced the speculative assessment of the group B members that all the areas studied could benefit from regional coordination or integration to some degree. A quick summary of Pommen's results follows:

Emergency and fire services: An emergency call center and emergency dispatch could be operated as a centralized regional service. Fire protection and fire fighting services could be managed regionally.

Sanitary drainage: Suited to a centralized regional delivery.

Planning: Inter-municipal planning is suited to regional integration, as is regional planning. Local planning should remain local.

Recreation programming: Major facilities lend themselves to regional delivery, but programming should be managed locally or sub-regionally.

Family and Community Support Services (FCSS): Services could be coordinated sub-regionally or regionally.

The 58 elected officials who responded to a Workbook circulated in October 1999 showed a higher preference for local service delivery. Their responses indicated a preference for optional sub-regional co-operation as the best way to deliver services in the region. Their opinions varied widely, but a majority viewed public works* to be best managed locally, and all other services to be best managed through voluntary co-operative agreements (at the sub-region or region level) except possibly for inter-municipal commuter roads, land use planning, water treatment and distribution, solid waste treatment, and sewage treatment, which were viewed as potential areas that could be managed regionally.

The 50 stakeholders who responded to the same workbook in October, indicated a belief that regional integration of services would be beneficial. Their opinions varied widely, but a majority noted a preference for all services to be either co-ordinated or delivered regionally, except possibly libraries.

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* "Public works" was used to describe repairs to streets, sewers, sidewalks, and local facilities -and excluded major infrastructure construction and maintenance.

How will regional service decisions be made?

Municipal representatives and consultants made it clear that decisions about regional services will have to be carefully examined, and will require input from the municipalities affected. Prior to implementation of any service changes, it will be important that municipalities are given an analysis of possible costs and benefits.

In the longer term, a regional council should be struck to make decisions about the region, including decisions about service options. These decisions are addressed in Supplemental Report 1: Governance of our region: What are the options?.

1.   **Working Group B Members:**
      Glen Davies, St. Albert
      Bryce Walt, Morinville
      Al Maurer, Edmonton
      Kevin Robins, Leduc
      David Turner, Bruderheim
      Gerald Rhodes, Devon
      Jim Simpson, Parkland County
      Wilma Weiss, Legal

2.   Mr. Peter Nichols, Nichols Applied Management, Edmonton, Alberta. Regional Economic and Financial Analyses: A Visual Summary, January 2000.

3.   **CEO Principles and Criteria Subcommittee Members:**
      Mayor Brian Brigden, Chair, Redwater
      Mayor Bill Smith (represented by Jeff Bellinger of the City Manager's Office), Edmonton
      Mayor Donna Cowan, Stony Plain
      Reeve Frank Schoenberger, Sturgeon County
      Mayor Paul Chalifoux, St. Albert
      Mayor Richard St. Jean, Legal

4.   Mr. Dennis Pommen, Pommen and Associates Limited, Edmonton, Alberta. ACR - Group B: Service Delivery Phase I. July 1999.

A shared vision and a shared commitment

A New Relationship between the
Provincial Government, the Region,
and the Municipalities

Alberta Capital Region Governance Review

Supplemental Report 3
MARCH 2000

Supplemental Report 3 is part of the companion report to the <u>Alberta Capital Region Governance Review, First Report, March 2000</u> which contains the Chair's recommendations to the Minister of Municipal Affairs.

Supplemental Report 3 further describes advice received by the Chair from municipal representatives and expert advisors, between February 1999 and February 2000.

This report is one of three supplemental reports. Please also see:

Supplemental Report 1: <u>Governance of our region: What are the options?</u>

Supplemental Report 2: <u>Will regional services integration be beneficial?</u>

Table of Contents

Alberta Capital Region

Introduction

Is it time for a new relationship?

During the Review, both municipal and provincial representatives expressed concern about the relationship between them. These concerns are elaborated on page 3. This relationship is changing, however. Alberta led the nation when it introduced the Municipal Government Act in 1994. This Act enhanced municipal powers. As well, the Province has increasingly recognized the benefits of delegating policy and functions to local government.

Municipalities expressed concern about the power of the provincial government to affect their future. This led to suggestions among representatives of both governments that some redefinition of the relationship would be helpful. Municipal representatives speculated that the Canadian constitution should be altered to give municipalities the constitutional powers they lack. Others sought an improved collaborative and consultative relationship between the Province and the municipalities.

The following report describes recommendations to improve the provincial-municipal relationship.

A provincial-municipal committee

During the Review, a committee of provincial and municipal representatives[1] examined what could be done between the two levels of government to strengthen the region's preparedness for the future. They chose to focus on future opportunities, rather than dissecting the problems of the past.

The work of Group C is the basis for the majority of this document

This committee (called Group C during the Review) described the requirement for a "new relationship" between the Province and the municipalities. They recommended that a series of planning frameworks be developed to clarify shared goals and the roles and responsibilities needed to achieve those goals. The connection between revenue sources and assigned responsibilities was considered critical.

This group met eight times between May and October 1999.

The importance of shared guidelines

It was proposed that frameworks of regional responsibilities be developed jointly between municipalities and the Province. These frameworks must describe provincial and regional responsibilities and allocate public revenues (provincial and municipal) to support the cost of meeting those responsibilities. Continued financial viability of all partners must be an important consideration.

Group C concluded that "a shared vision will be more important to the region than will any specific governance model."

Shared frameworks for shared success

The future successes of the region will require guidelines that are mutually agreed to by both levels of government. These frameworks should be developed with a high priority on cost-effectiveness and service delivery choice of local municipalities. (See pages 7, 8 and 9 for examples of the studies and decisions these frameworks suggest.)

Since a great deal of sharing is related to financial obligations and revenue sharing, it will be critical that "revenue sources are allocated along with responsibilities."

1. **A growth management framework which will positively influence the form, efficiency and quality of regional development patterns.**

2. **An environmental management framework which will recognize joint responsibilities to address environmental issues affected by global environmental policies.**

3. **An economic development framework for cooperative and effective action in the global market place.**

4. **A social responsibilities framework which will guide responsibility and action on regional social issues.**

These proposals were reviewed by elected officials on November 5, 1999, and received majority support. Many participants identified minor changes that were addressed by the CEO Principles and Criteria Subcommittee[2] in December. The revised proposals were then approved informally by the CEO Network on December 15 and formally approved by the CEO Network on January 19, 2000.

Clarifying the role of the provincial government

The Province played an important role in initiating this Review as a catalyst for change. The Province brought municipalities to the table and moved the regional discussion forward. However, municipalities soon identified their concern that the Province would have to make changes in kind if the region is to succeed. This led to discussions about changes to foster a collaborative relationship.

The provincial concerns about municipalities and the municipalities' concerns about the Province are virtually identical. The heart of this problem is that most regional issues suffer from a lack of consistency and clarity about policies and procedures.

There appears to be mutual understanding of the need for clear roles and responsibilities at the regional level. Provincial and municipal administrators each sense a "silo" mentality in the other level of government. Municipal administrators are critical of the lack of continuity among provincial departments with respect to provincial policies. Provincial administrators note similar discontinuity among municipalities. Figure 1 illustrates this mirrored set of concerns. As a result, getting business done at the regional level can be difficult and frustrating.

Figure 1: mirror image of provincial/municipal concerns
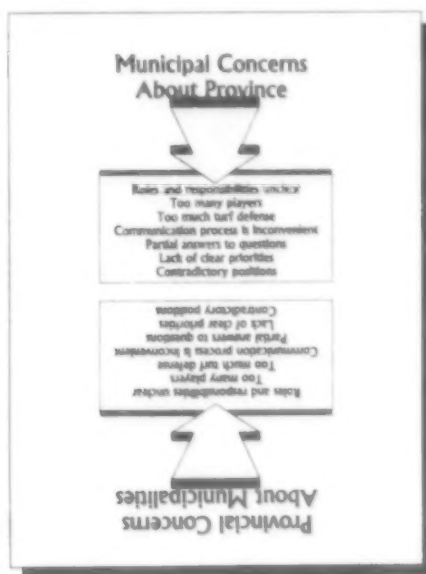
The provincial government should play an active role in the emergence of effective regional governance. That role would include the following:

1. Defining a new working relationship: this means changing course from the recent process of deficit management and downloading to emphasize shared goal setting and clearly defined responsibilities.

2. Improving the coordination between provincial departments (to reduce the potential for several isolated acts to create unintended consequences for the region) and simplifying the communication process between the region and the Province.

3. Financially supporting the transition in the region and using a "carrot" rather than a "stick" wherever possible to aid and abet change.

4. Fostering trust, communication and sharing among municipalities and the Province.

5. Providing leadership in addressing social issues. There is an emerging dialogue in Canada about the role of provincial governments in addressing urban social issues, particularly support for those whose household incomes cannot keep pace with their needs. Those needs include shelter (in many urban areas, housing costs are rising faster than incomes and social supports); special needs for those with disabilities; care for the mentally ill, and the provision of improved homecare.

Clarification of roles in these social matters would be helpful. During the Review, municipalities expressed concern that they are increasingly required to provide services that cannot reasonably be charged to property taxes. A study by Nichols Applied Management[3] pointed out that the City of Edmonton, for example, does not have further elasticity in property tax revenues to absorb these new costs. While the Review was underway, the City of Calgary struck a committee to address the "homelessness" problem, while noting that the issue "was the Province's responsibility."

The 1990s: a time of change

The context for this Review emerged in the 1990s. During this decade, most governments in Canada experienced deficits and initiated significant changes to reduce deficits. In Alberta, these changes resulted in significant restructuring in the Provincial government. This restructuring included decentralization and regionalization of some services.

At the same time, the Province brought in the Municipal Government Act (1994), which strengthened municipal responsibilities. The Province also made significant reductions in transfers to municipalities (these are described in Supplemental Report 2: <u>Will regional services integration be beneficial?</u>).

During the 1990s, the relationship between the Province and the municipalities began to change significantly. The discussions of Group C touched on many aspects of this change, and established a basis for future collaborative work.

Guidelines for provincial-municipal collaboration

Establishment of a well-understood and predictable process for consultation and collaborative decision making between the province and municipalities would greatly help regional discussion. This would include advance notice of fiscal changes and programs by both provincial and municipal governments.

The members of Group C noted concern about the sustainability of municipalities facing increased external costs. They felt a need to ensure that responsibilities of the Province and the municipalities are clear and that funding follows the responsibilities. They recommended a comprehensive analysis of the future management, viability, social and financial health of municipalities in the region that would include a review of service requirements assigned to municipalities, taking into account revenue sources.* One specific concern raised was the need for agreement about how "high need" citizens should be supported.

Guidelines for a collaborative approach to regional transition

- Transition costs must be considered as part of any decision for change. There is a need for financial projection to ensure that costs will not exceed reasonable expectation of benefit. Provincial support for transition costs will be needed.

- If significant change is contemplated, a mutually agreeable transitional plan would be needed.

- Financial studies of service delivery models will be essential for individual municipalities.

- A mutually agreeable financial and information reporting system that documents costs and benefits is needed. This should include monitoring of actual results.

* *The review of revenue sources should address the elasticity of the property tax base, the current use of property tax to fund education, and the predicted requirements for maintenance and replacement of infrastructure.*

Shared frameworks for shared success

The following points of discussion provide an initial menu for discussions to resolve regional policy frameworks. They are topic areas that describe the decisions needed to support collaborative involvement of provincial and municipal governments at a regional level.

Growth management framework

A growth management framework is needed to guide appropriate growth within the region, an appropriate pattern of economic investment, and a high quality of life. The criteria used to evaluate any regional approach are of critical importance.

The following factors will influence development patterns and the long term physical form of the capital region. They will have a major impact on the future quality of life for residents and on the region's economic and environmental sustainability.

Regional growth coordination and management
- Designation of future residential, institutional, commercial development areas
- Designation of heavy industrial development areas
- Designation of country residential development areas

Regional utility infrastructure development, management, and coordination
- Regional sanitary sewer trunk lines and sewer treatment facilities
- Regional water treatment plants and transmission lines
- Regional waste management systems including landfill and recycling

Regional utility corridor planning
- Major pipeline and power line corridors

Regional transportation and communication
- Provincial highways/freeways
- Arterial roadways
- Public transit
- Public communications infrastructure

Special areas protection
- Protection of regionally significant or sensitive environmental features such as lakes and river valleys
- Conservation of agricultural land

Social responsibilities framework

A social responsibilities framework is needed for the future development and sustainability of the region. Social responsibilities require delineation. The framework will require guidelines that are mutually supported by both levels of government, and an allocation of public revenues to support those responsibilities.

A social responsibility framework is needed to delineate municipal and provincial responsibilities in public service areas where both levels of government are involved. It will further enable the two levels of government to work together on shared objectives and to establish appropriate and predictable funding levels to address social issues.

(This First Report does not comment on the important role the federal government plays in supporting regional social responsibilities.)

Examples of public service areas the social framework could address:

- Support services for "high needs" families or individuals
- Support for aboriginal families and individuals that migrate to the urban area
- Affordable housing for the working poor and the homeless
- Services for the growing population of seniors
- Support for persons with mental illness
- Early intervention assistance to support child development
- Support of the growing use of homecare for health recovery

Environmental management framework

An environmental management framework is needed to support environmental conservation in the region as well as to plan and implement improvements that meet local and global environmental improvement targets.

Joint regional/provincial initiatives would need to be planned for environmental issues including:

- Greenhouse gas emissions; the Kyoto agreement, and the tie to transportation strategies
- Regional air shed and water shed management
- Sustainable agricultural land use
- Aesthetic guidelines (noise and visual)
- Solid and liquid waste disposal (including use of emerging technologies)
- Green spaces (including parks, natural areas and environmentally sensitive areas)

Economic development framework

An economic development framework is needed in order for the region to achieve global recognition as an attractive investment area with a strong economic development environment.

This framework requires a shared vision and a mutually agreed process and structure within the capital region.

In order to establish a viable framework, the following conditions would be necessary:

- Regional political collaboration and synergy to establish globally oriented, responsive and integrated partnerships
- Regional commitment to a flexible growth management strategy that nurtures and promotes equitable benefits throughout the regional community
- A cooperative regional business plan to sustain and attract desirable industries, businesses and development
- Development from the inside, out (create an atmosphere conducive to commercial and residential growth); sustain and support local and regional businesses in the global economy
- Regional lifestyle choice and a quality of life that is attractive to businesses and a skilled workforce
- Diversity and quality of educational opportunities that support a skilled workforce
- A cooperative regional approach to develop and sustain tourism

During the Review, the Alberta Capital Region Alliance and Economic Development Edmonton were resolving their relationship and establishing a shared approach to regional economic development. As well, the Metro-Edmonton Economic Development Team (MEEDT) established a process to coordinate shared economic development factors.

1.   **Working Group C Members [Municipal]:**
        Paul Benedetto, City of Fort Saskatchewan
        Joyce Tustian, City of Edmonton
        Phil Hamel, Town of Stony Plain
        Larry Kirkpatrick, Sturgeon County
        Working Group C Members [Provincial]:
        Ken Dmytryshyn, Alberta Infrastructure
        Dianne Johnson, Alberta Community Development
        Harold Williams, Alberta Municipal Affairs.

2.   **CEO Principles and Criteria Subcommittee Members:**
        Mayor Brian Brigden, Chair, Redwater
        Mayor Bill Smith (represented by Jeff Bellinger of the City Manager's Office), Edmonton
        Mayor Donna Cowan, Stony Plain
        Reeve Frank Schoenberger, Sturgeon County
        Mayor Paul Chalifoux, St. Albert
        Mayor Richard St. Jean, Legal

3.   Mr. Peter Nichols, Nichols Applied Management, Edmonton, Alberta. Regional Economic and Financial
        Analyses: A Visual Summary. January 2000.

Appendix 1

This appendix contains the body of opinion submitted by stakeholders and citizens.

Contents of this Appendix

1.1 Stakeholder response to Workbook, October 1999

Including a copy of Workbook, September/October 1999

1.2 Stakeholder Forum for Citizen Leaders, October 26, 1999

1.3 Summary of Stakeholder and Public Submissions, to March 15, 2000

1.4 Summary of Community Input, February 2000

WORKBOOK

September/October 1999

ALBERTA CAPITAL REGION GOVERNANCE REVIEW

Summary of Responses

received to October 28, 1999

Due to rounding, percentages may not total 100%

Of the 121 completed workbooks received, 49% came from elected officials, 10% from local government employees and 41% from stakeholders. Only one completed workbook was received from a provincial government employee and was therefore not included in this report.

(ISSUE ONE) **Should the province and the municipalities be expending effort and resources building a framework for regional cooperation?**

Question 1.1
How important is it that the Province and the municipalities invest time and money in building a framework for the Alberta capital region at this time?

Participants indicated the level of importance on a scale from 1 to 5:

1 = Not important   5 = Very Important

Respondent Profile	N	% Who Chose 1 or 2	% Who Chose 3	% Who Chose 4 or 5
Elected Official	58	21%	33%	47%
Stakeholder	51	10%	10%	80%
Local Govt Employee	12	17%	33%	50%
Overall	**121**	**16%**	**23%**	**61%**

Question 1.2
Which of the following thoughts most closely reflects your opinion?

A Leave the challenges of the future to the municipalities. They will work together when necessary, and regional initiatives will naturally evolve if they are truly needed.

B Continue the provincial-municipal effort to build a framework. Democracy may be messy, and we may have to be patient, but the buy-in from the leaders will help make good things happen.

C Province should step in and tell the municipalities what they must do. Otherwise, territorial issues among municipal leaders will prevent the changes needed.

Respondent Profile	N	% Who Chose A	% Who Chose B	% Who Chose C
Elected Official	55	44%	49%	7%
Stakeholder	49	14%	51%	35%
Local Govt Employee	12	25%	58%	17%
Overall	**116**	**29%**	**51%**	**20%**

What is the best way to achieve coordinated leadership, in the future, for this region?

Question 2.1
Three approaches to providing leadership and direction for the Alberta capital region in the future were presented (see appendix). Participants selected the approach they preferred.

    A **Existing voluntary forum - extended**
    B **Mandated coordinating agency**
    C **Four to six subregions**
    D **None of the above**

Respondent Profile	N	% Who Chose A	% Who Chose B	% Who Chose C	% Who Chose D
Elected Official	57	49%	35%	12%	4%
Stakeholder	50	26%	32%	32%	10%
Local Govt Employee	12	42%	25%	17%	17%
Overall	**119**	**39%**	**33%**	**21%**	**8%**

Assumptions and considerations noted by those who chose Option A:

It is important to understand that people will only be governed by their consent. People have a sense of community - they choose to live where they do: fully informed - with many choices.

I feel that ACRA could benefit from provincial government involvement/participation/partnership. This is the least threatening approach that has endless possibilities.

It has been my experience that municipalities would do almost anything to avoid more mandate from Municipal Affairs. People are usually more interested in cooperative problem solving when the " have to" threat is removed and they feel they will have a positive impact on the final outcome.

A voluntary forum will, I believe, be more responsive to people's needs.

ACRA has been working well if the governance review is not allowed to destroy it.

Until you have identified what already works and what doesn't, it is very difficult to identify an appropriate model. It would also be useful to know what research has been done in other regions that compares models chosen and implemented. In the meantime, ACRA is on the right track.

Alternate Suggestion: We might want to consider regionally owned business unit (a wholly owned subsidiary perhaps) which would provide services like purchasing and IT on a cost recovery basis.

Any tampering with rural lifestyle should be abandoned. All life styles are sought by choice. Amalgamation of a Toronto style model is not required yet. It seems the province continues to embark on endless studies which never materialize. Why can't you just manage and stop creating a purpose for being at very costly prices. If it isn't broken, quit trying to break it.

As a businessman, I believe the best time to look at change is when you are healthy. When your decisions are not forced or affected by external forces. I see this process as similar but feel that, as in business, if after analysis it is deemed that little or no change is the best route to follow, change is not made for change sake alone.

ACRA Group Discussion: a huge growth boom (i.e., Calgary). Public participation and opinion.

We're looking at an effective regional governance model to be appropriate 40-50 years hence. Therefore, we have the opportunity to more forward in a voluntary gradual basis that maintains continuity and that provides good sound government. Making changes in a seamless manner that is not disruptive helps to lend confidence to the process and agencies involved.

Provincial government should financially support ACRA and endorse it as the coordinating agency for the area.

One of the major factors is cost - the smaller municipalities provide services cheaper due to lower wages and use of volunteers. I thought the old Edmonton metropolitan regional planning commission was a good idea and was sorry when the Provincial government cut its funding.

We will work better together if done cooperatively. Work on regional services.

I strongly feel the Provincial government would have been further ahead if they had given ACRA credit for the progress it was making and worked with the group to work on the issues being brought forward in this review. ACRA demonstrates the awareness of elected officials of the issues involved.

After a year of municipal politics, it seems to me that the number of municipal agreements and shared services is continually growing. Upon hearing the former and present Ministers of Municipal Affairs, I do believe this is part of what they were looking for. I believe with the increased cooperation we are on the right track. With compromise from all sides we will succeed.

Alternate Suggestion: Having said that, there probably would be an acceptable blending of the voluntary forum and the mandated coordinating agency.

Stony Plain - Spruce Grove - Parkland County have a long history of regional cooperation sewer, water and shared services. Improvements could be made in recreation, libraries and public works. Where is the evidence that bigger is better?

The former Edmonton metro regional planning commission worked very well - it was a planning authority - a clearing house for inter-municipal conflicts and initiated many studies and projects. ACRA could evolve to serve former EMRPC roles, plus some new initiatives to coordinate services in the capital region.

The province supports the existing voluntary forum.

Better to build on/reinforce the success being achieved by ACRA than create something new and untried. ACRA is now achieving notable successes.

I support a process which facilitates cooperation in the delivery of select services on a voluntary basis. This is preferred over forced amalgamation as in Ontario.

It has been my experience that willing participants can more often find creative solutions to problems than unwilling ones. Too many egos, either municipal or individual, can delay the process by creating discord and distrust at a time when the process MUST overcome many obstacles.

4

The municipalities must be held responsible to the public to deliver the best deal for the public. Therefore, the public must know the options available so they can make the municipalities accountable if wrong decisions are made.

I believe this concept gives each municipality's residents the most effective means of input to decisions which will directly impact their respective regions.

Assumptions and considerations noted by those who chose Option B:

Clearly defined mandate - perhaps a series of mandated agencies (e.g., sewage commission, water board, transportation authority). Be aware of disparities in levels of service and community needs and aspirations. Homogeneity is often a prescription for mediocrity.

Alternate Suggestion: Review success and economics of inter-municipal agreements. Strengthen linkages between provincial elected and administrative officials with local government counterparts. Recognize and demand that the Province is the author of many inter-municipal rivalries and has not fulfilled its responsibilities.

Equal representation but the ability to sub out activities that only a few may benefit: reasons may be economic, trading areas, need, want. Mandated would bring about awareness mandated sub-regions may not be successful (e.g., Crowsnest Pass. Individual units still create problems).

I believe that the individual communities would be more comfortable with this gradual or permissive process toward regionalization - not only for services but for governance as well. The sub-region route will cause a substantial amount of "turf" protection and desire for control in governance. Outlying or fringe communities may suffer if the governance is not set up on an equitable basis to guarantee everyone equity.

There must be some form of mandatory imposition, however, if it results in another level of government then this is counter-productive and defeats the reason to look at some form of consolidation.

Alternate Suggestion: One strong government for the region.

That the mandated coordinating agency would not reduce citizen opportunity and should provide responsible, efficient long term decisions.

Mandate some issues that affect many communities in the region. Where does ACRA have any authority in this regional governance. No Authority. The City of Edmonton - 650,000 people - $120,000.00 - one vote.

Alternate Suggestion: Water, ambulance service, waste water treatment, solid waste treatment. These four affect everyone in the region.

That approach is based on the region 30-40 years from now - as was the original mandate at the start of this review. The workbook was filled out prior to the meeting in St. Albert, where now, there seems to be some question about the statement "agree to reduce the number of municipal governments, 4-6 substantive municipalities."

Each municipality would still control its level of service and set its taxation accordingly. Some mix of ACRA and mandated may work better.

The role the Province would play in helping to make the mandated agency work (e.g., financial and legislative support) and the degree to which the Province would help address Edmonton's problems as the control service provider.

Alternate Suggestion: Regional services commissions to provide specific service of a regional nature; comprised of elected officials from the existing municipalities.

A combination of mandated coordinating agency and four to six regions. Use a larger area including City of Leduc, Fort Saskatchewan, St. Albert and Sherwood Park as one sub-region to have a mandated agency with teeth to do many aspects of services in the region. The other 4 regions may or be required to join the service areas. Edmonton will be the key player in this agency! The elected officials can remain the same. Edmonton as the leader shall move forward with available tax dollars to pursue the concept of the mandated agency.

I feel municipalities should retain their own local government, as they have a closer relationship with their constituency. I do feel however, that with regional cooperation we could share in the delivery of services such as water, sewer and other services that would be beneficial. Although we have our own sewer log-ons just upgraded and have city water plus our own gas system. So I am not sure how it would benefit Redwater.

Alternate Suggestion: My suggestion is that a regional board be set up. As municipalities need services such as roads built or other services that could be used. They could go to the regional board to see if their resources would be cheaper and would benefit their municipalities.

Critical: An acceptable model for decision making/representation. Representation by population won't work because effectively this gives one municipality a veto power. One vote per municipality will leave that one municipality feeling that they're being held hostage. A new creative solution may be required for it to work (majority of sub-regions needed to pass - each municipality votes within their sub-region). Also important is what responsibilities are mandated to the agency. Maybe start with a few - the most applicable to a regional approach might be a rebuilt, improved regional planning commission role, major transportation (highways, rail, air, LRT, transit) and economic development. Don't take on too much all at once. Once successes have been demonstrated on the key responsibilities, municipalities will develop a trust in the model and be more willing to delegate other responsibilities.

Alternate Suggestion: Extended ACRA: Voluntary natures inhibits effectiveness. One large player can derail cooperation by threatening to walk out as soon as their views don't over-ride everybody else's. Sub-regions: Effectiveness is dependent upon buy-in by all partners. Also this isn't appropriate for all regional municipalities. Success of a mandated coordinating agency will help to identify situations where more cooperation would be beneficial, or even where amalgamations may be appropriate and justifiable.

In no way should any volunteer systems be affected.

I like the ACRA format but maybe we make that the mandated coordinating agency.

Develop a regional area development plan covering anticipated industrial, transportation and residential expansion for the next 30 to 50 years. Government support of ACRA expanding its power is laid out in the mandated coordinating agency - similar to what was the EMRPC. A question that has not been asked: Where would we be in 50 years if this review was not taking place at this time? Answer: ACRA or some other cooperative development of the area to the same inevitable end.

Existing voluntary forum-extended was originally my first choice but now realize that ACRA is too fragile. Too easy for some larger municipalities to withdraw and the alliance could collapse. Mandated coordinating agency would offer more stability to the process.

Municipalities negotiate the mandate. Service delivery would be coordinated. Provincial government would allocate some funding to support certain functions which should not depend on property tax (e.g., regional economic development aimed at global marketing). ACRA should be the mandated agency and consideration should be given to adding more

board members from Edmonton (consider old EMRPC representatives formula - balance and checks on various types of municipal units).

Mandated coordinating agency could be ACRA or could function under the auspices of ACRA.

That revenue comes from assessment base of whole region. The huge assessment base of Fort Saskatchewan and Strathcona County etc. would benefit the region for the first time with those funds being applied outside their boundaries for regional roads, transit, libraries and economic development. That the assessment base not be applied to regional utilities (solid waste treatment, water and sewer treatment). User fees pay for these items instead. That the mandated coordinating agency takes on the regional transportation issues that the 5¢ gas tax be extended to the region. That existing service levels be maintained. Citizens expert in any urban setting that ambulance/fire/police response be 10 minutes or less. How much of the rural counties included - do we have to include all the rural counties or just the portion that is truly metro Edmonton?

Alternate Suggestion: That these alternatives totally solve Edmonton's perceived financial problems exacerbated by the large "cities" constructed on its boundaries including huge industrial complexes which is an Alberta anomaly. It may make sense to amalgamate Sherwood Park and St. Albert into Edmonton as difficult as that may seem. Similarly, there exists the Spruce Grove/Stony Plain anomaly - a Cold Lake/Grande Centre solution may be advisable here.

Cost for regional services should be charged back to each municipality on basis of actual allocated cost of providing the service rather than on an equivalent utility or 'postage stamp' basis. Otherwise sub-optional economic decisions will be made and overall service costs will increase.

Alternate Suggestion: A stand alone mandated agency could be created to deal with provision of basic regional environmental services: water supply and distribution, sewage transmission and treatment, storm water, and solid waste recycling and disposal (similar to GVRD in Vancouver area).

In the beginning, the mandated coordinating agency's activities/powers/mandate should only apply to a few of the services which are already in existence or have existed in the past (more or less) in the regional context. Two examples are: the delivery of water services and the former Edmonton Regional Planning Commission. Then, once experience has been gained, and if successful, expand the mandate over a period of years to cover other items such as listed in 3.3.

Alternate Suggestion: Some consideration might be given to having the activities/powers/ mandate of the Mandated Coordinating Agency vary over the several substantive sub-regions. For example: the mandate for the outer most regions might approach the "existing voluntary forum option" and in the inner most regions the mandate could include a more extensive list of services. Group A and B reports list some good benefits in all three options.

The provincial government must work with the regional municipalities in order to have them effectively "buy-in" to the concept of a mandated agency. However, at the end of the day the provincial government must consider the needs of the area overall and make the appropriate choices.

That municipalities would be protectionist in nature and may fail to approach the process with an open mind. Would Jasper Place have been better off as its own municipality? Would the people living there be better off?

Alternate Suggestion: Submit a municipality priority policy. Those showing signs of cooperation would receive financial benefits or deferment of withdrawn support.

The mandated coordinating agency must have the ability to facilitate decision making in order to keep the politics down to a dull roar.

Sub-regions as proposed not a reasonable alternative; would not solve regional problems - may in fact exacerbate them. Voluntary cooperation subject to potential opportunism.

More equitable, efficient use of tax dollar.

Assumptions and considerations noted by those who chose Option C:

There could be an opportunity to collectively focus the capital region in many areas of the delivery of municipal services (e.g., emergency services).

Alternate Suggestion: Mandated authorities in the core services delivery by municipalities (e.g., one regional authority to govern the core services water, sewer, transportation, land use, planning, economic development, emergency services, recreation and possibly social services, environment). These all and more have become essential services.

Four to Six sub-regions - General consensus in the region that a reduction in the number of groups and individuals (elected) making decisions is desirable. Mandated Coordinating Agency - Desirable consolidation of regional services.

Extend the existing voluntary forum (ACRA) is the status quo and so I can not support this approach. If 4 to 6 sub-regions is not acceptable then some form of mandated coordinating agency will be required.

In our case surrounding areas are rapidly growing and perhaps by combining delivery of services or consolidation of administrative staff and elected officials would make a stronger voice for the region by creating a stronger regional representation. How would this affect the number of provincial representatives in Alberta and would there be any adjustments in that area? More authority to municipal elected officials on some matters that are currently provincial

Any support the provincial government might be expected to give must be based on the fact that the provincial government was elected to serve all Albertans and not just those rural municipalities and southern cities.

Voluntary has not produced anything substantive. Government departments are not respectful (generally) of the integrity of the region/area align municipalities on the fringe with other jurisdictions. The reporting lines are part of the concern. Sub-regions have a need to be stronger and it's the tensions between administrators that builds barriers I think.

Minimize number of governments. Facilitate region marketing. Recognize role and services provided to population by central urbanized area.

I would see an evolution through time toward consolidated municipalities. The communities currently existing are extremely diverse and in many respects not compatible with each other in terms of geography, scale and service delivery. Certainly opportunities exist for shared services and inter-municipal cooperation, but there comes a point when the services are being provided to a homogenous group which does not reflect political boundaries. When this happens the boundaries should be changed. Another question that could be reviewed is whether the current municipalities should be classified as the "education" region, maybe in relation to economic, social and political to a fewer number of communities should constitute the Edmonton metropolitan region, in respect to regional decision making. For example, with Legal, Bon Accord etc. are their linkages stronger with their immediate region (e.g., Sturgeon, or with Edmonton, Sherwood Park etc.). I would request that it be reviewed further to determine if the hypothesis is correct or incorrect.

8

Five economic sub-regions are already in place and working together.

Alternate Suggestion: The only models cited as examples have been North American. I suggest there are other international solutions worth considering.

The sub-regions would need to meet to determine how to solve regional issues or your original concern will still be unresolved. Any voluntary solution will only provide a bandaid approach as when disagreement pops up. A municipality could simply opt out of the process. This could lead to a continual rural/urban conflict.

There needs to be a balance between representation by population and representation by municipality. Are small municipalities truly viable in today's world?

One city is too big (unresponsive) but 20 - 22 is way too many! 4-6 is about right.

As a resident of the Nisku industrial park, I would like to see industrial parks although non-resident in nature given rights as voting municipal members since they are often ignored and used only as a cash-cow.

With modern communication, municipal governments should be able to manage larger areas, thus reducing the redundancy of many municipalities.

Improved services must be justified to be essential and cost effective. Reduction in duplication or low priority services. Privatize or contract services which will broaden the tax base, reduce capital facility and equipment acquisitions and provide a solid and healthy economic base for the region. Sub-regions are committed to the task on hand.

Suggestions from those who chose Option D (none of the above):

I think there is a solution and it lies in between ACRA extended and mandated service agency. These are some services that should be mandated such as water, sewer and commuter roads but they are also services that have to remain under the control of the individual municipality such as land use planning, bylaw enforcement, police and public works. So the task will be to decide which services fix where and not to create another level of government, or cost more to each municipality then they currently are.

As long as citizens understand the issue(s) and make an informed decision. Even if it means they pay twice/three/four times (whatever) than their neighbouring community.

Alternate Suggestion: Consolidate water, waste water, solid waste and even transit into one entity (be it a commission, board, company or whatever). All residents of the region require water, sewer and garbage service. Having it under one umbrella in my opinion makes sense.

The City of Edmonton should annex the urban areas in and around its boundaries - in that way you attain the optimum in orderly growth and development. A single rural municipality should be created around Edmonton with a mandate to protect and nurture agricultural lands. The small urbans outside the Edmonton area: Leduc, Stony Plain, Morinville should be left to develop until Edmonton development encroaches on their boundaries at which time they are absorbed by Edmonton.

Alternate Suggestion: A central organization with a strong mandate should oversee those matters that commonly affect the orderly growth and development of the region.

Some concern over layers of government. Is the region best served by one strong decision making body? However, concerned about losing diversity (innovative solutions, synergy) and choices.

I suggest four to six sub-regions AND a mandated coordinating agency (MCA). MCA deals with development (permits, approvals, subdivisions), traffic, pipes, economic promotion (no more Edmonton vs. Nisku), etc. 4 to 6 regional governments, modeled after Strathcona County (mix of urban and rural), deal with community level stuff. End result: less players to agree on MCA mandate, less competing interests, less personal agendas, less money.

There is an implied assumption that Edmonton is one entity. It may be that Edmonton should also be divided into sub-regions to better permit local communities within the city to deal with local issues. Leave municipal governments in place but develop administrative sub-regions of 11 + that span municipal boundaries but that have environmental, social or/and other physical boundaries.

Alternate Suggestion: These administrative sub-regions would form basis for delivery of services at provincial level and at social service/recreational service level. Political and administrative decision making on issues within a region would be expected to require community consultation.

Mandated formation of one municipality (e.g., unicity).

Reduce the number of municipal governments in the region to only one.

A study by Professor Jim Lightbody at the University of Alberta that shows that Edmonton, on average, pays 10% more for service provision than Calgary. Inference: the Edmonton area system is less efficient than Calgary's, the Edmonton system is experiencing use of services (external to the Edmonton tax base) that result in higher costs relative to the expected per capita use Edmonton is expected to receive $20 million less than Calgary when the Province transfers $0.05 of the current gasoline tax to municipalities. Inference: Edmonton is being penalized for commuter use of its roads. This will lessen Edmonton's ability to provide the same level of service to its citizens that other communities in the province enjoy; the costs of the provision of some services could be lessened by embracing economies of scale. Inference: Regionalization of some services would lessen overall costs of the services as well as providing equal access to services for all communities. Economies of scale can only be embraced if all the municipalities contribute. There has been great concern over loss of community identity and autonomy should some responsibilities be transferred to a regional authority; hence municipalities are reluctant to give up any authority to a regional body. Inference: The Province will have to take a leading role, if only in mediation between the municipalities, in order to ensure participation (for economies of scale) and to prevent competition and antipathy between the municipalities, the Province will have to take a role in creating legislation that facilitates the regional authority to avoid further competition for influence on the regional authority, there should be a separation of the municipal influence from the regional. The most democratic way to do this is to elect representatives to the authority based on representation by population. This also ensures that each representative truly represents the population and not just the dominant municipality of their area. Truly inter-municipal boundary issues can only be effectively dealt with on a regional level to supply adequate service. Inference: Transportation, particularly on -highways and commuter roads is by definition a trans-boundary issue and therefore must fall under regional authority to allow for the most efficient planning. Transit services could also fall under this heading: Land use, particularly municipality expansion is a strong trans-boundary issue especially in light of the number of municipalities in such a small area and therefore should be regulated by a regional authority. Regional planning for land use and transportation would also facilitate the management of other regional issues such as economic strategy and environmental concerns (land, air, water pollution).

Alternate Suggestion: We feel the suggestion of the mandated regional service agency most closely resembles, what in our opinion, is the most effective, way to address the trans-boundary issues plaguing the Alberta capital region. Our only concern lies with the election of chief elected officials (CEOs) from each municipality. This process obscures the accountability and access of the public to the person responsible. We feel that a representative elected directly by the public it represents would be more effective in addressing the constituencies' concerns rather than any particular municipal agenda. We

believe that representation by population, as is done in the provincial elections, would be an efficient way to equally represent the whole population. By delineating responsibilities and procedures at the outset and legislating them at the provincial level, the decision process would be simplified and conflict between regional and local allocation needs would be minimized. Creating a separate entity that is not responsible to the municipal level of government also ensures that regional issues are addressed at the regional level and though influenced by municipal agendas would not be dictated by them. We also feel that it is essential to a regional planning authority to be able to direct transportation and land use planning in order to be an effective body. All other service and planning provisions could be decided by debate amongst the municipalities or by analysis of the economic benefits of regionalization. Funding for the regional body would be supported by the $0.05 gasoline tax from the province as well as some kind of transfer of funds from the municipalities to the regional authority based on the particular services being provided and the size of the municipality.

Other comments:

My assessment is that the fundamental issue that underlies current practices and will determine future practices is "land use." With no controls or limits on land use other approaches will not get very far.

No choice! Edmonton Transit System Advisory Board is focusing on the delivery services. We assume whatever governance model is eventually chosen, the delivery such as transportation will be maintained but importantly enhanced.

Question 2.2
How soon will regional matters require an improved means of achieving regional decisions?

Respondent Profile	N	% Who Chose NEVER	% Who Chose IN 5 TO 10 YRS	% Who Chose IN NEXT 5 YRS	% Who Chose IMMEDIATELY
Elected Official	50	4%	28%	52%	16%
Stakeholder	50	2%	20%	42%	36%
Local Govt Employee	10	10%	40%	20%	30%
Overall	110	4%	26%	45%	26%

11

Is there value in integrating service delivery at the regional level?

Question 3.1
Do you think there is a need for regional service integration in the future?

Respondent Profile	N	% Who Chose NO (doubt value)	% Who Chose MAYBE (further study)	% Who Chose YES (some services)	% Who Chose YES (most services)
Elected Official	59	3%	22%	61%	14%
Stakeholder	48	-	10%	42%	48%
Local Govt Employee	11	-	36%	55%	9%
Overall	**118**	**2%**	**19%**	**53%**	**27%**

Question 3.2
If you think that integration of regional services is likely a good thing, how soon should any change toward integration occur?

Respondent Profile	N	% Who Chose NOT FOR 10 YRS	% Who Chose IN 5 TO 10 YRS	% Who Chose IN NEXT 5 YRS	% Who Chose IMMEDIATELY
Elected Official	47	-	28%	51%	21%
Stakeholder	45	-	16%	49%	36%
Local Govt Employee	10	10%	-	60%	30%
Overall	**102**	**1%**	**20%**	**51%**	**28%**

Question 3.3
Four levels of service integration were described (see appendix). Participants indicated the level of regional integration, if any, they feel is appropriate for each of the following services:

Level One = Local service delivery
Level Two = Optional regional service coordination
Level Three = Mandated regional service agency
Level Four = Centralized regional service delivery

FIRE PROTECTION

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	59	24%	53%	10%	14%	
Stakeholder	49	18%	18%	35%	29%	
Local Govt Employee	12	8%	50%	33%	8%	
Overall	**120**	**20%**	**38%**	**23%**	**19%**	

EMERGENCY MEDICAL DISPATCH

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	59	10%	48%	22%	20%	
Stakeholder	50	12%	20%	34%	34%	
Local Govt Employee	12	-	50%	17%	33%	
Overall	**121**	**10%**	**36%**	**26%**	**27%**	

PUBLIC WORKS

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	57	58%	25%	14%	4%	
Stakeholder	48	15%	17%	38%	31%	
Local Govt Employee	12	42%	25%	25%	8%	
Overall	**117**	**39%**	**21%**	**25%**	**15%**	

INTER-MUNICIPAL (COMMUTER) ROADS

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	57	7%	32%	32%	26%	4%
Stakeholder	51	10%	8%	31%	49%	2%
Local Govt Employee	12	-	42%	17%	42%	
Overall	**120**	**8%**	**23%**	**30%**	**38%**	**3%**

WATER TREATMENT AND DISTRIBUTION

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	58	5%	35%	26%	35%	
Stakeholder	50	6%	12%	32%	50%	
Local Govt Employee	12	-	25%	17%	58%	
Overall	**120**	**5%**	**24%**	**28%**	**43%**	

LIBRARIES

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	58	12%	52%	21%	16%	
Stakeholder	49	25%	35%	25%	16%	
Local Govt Employee	12	-	50%	17%	33%	
Overall	**119**	**16%**	**45%**	**22%**	**18%**	

LARGE RECREATION FACILITIES

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	58	16%	62%	10%	10%	2%
Stakeholder	49	16%	45%	18%	20%	
Local Govt Employee	12	8%	67%	-	25%	
Overall	**119**	**15%**	**56%**	**13%**	**16%**	**<1%**

POLICE

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	58	21%	40%	16%	22%	2%
Stakeholder	49	18%	16%	20%	45%	
Local Govt Employee	12	8%	33%	25%	33%	
Overall	**119**	**19%**	**29%**	**19%**	**33%**	**<1%**

LAND USE PLANNING

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	57	25%	33%	33%	9%	
Stakeholder	51	24%	14%	24%	39%	
Local Govt Employee	12	8%	33%	25%	33%	
Overall	**120**	**23%**	**25%**	**28%**	**24%**	

SOLID WASTE TREATMENT

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	59	7%	37%	27%	27%	2%
Stakeholder	49	4%	18%	31%	47%	
Local Govt Employee	12	-	33%	33%	33%	
Overall	**120**	**5%**	**29%**	**29%**	**36%**	**<1%**

SEWAGE TREATMENT

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	59	5%	36%	29%	29%	2%
Stakeholder	49	4%	20%	27%	49%	
Local Govt Employee	12	-	25%	25%	50%	
Overall	**120**	**4%**	**28%**	**28%**	**39%**	**<1%**

INFORMATION TECHNOLOGY AND DATABASES

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	57	7%	47%	14%	25%	7%
Stakeholder	50	2%	26%	30%	40%	2%
Local Govt Employee	12	17%	42%	42%	-	
Overall	119	6%	38%	24%	29%	4%

The following additional services were suggested for integration at the level indicated:

LEVEL ONE	LEVEL TWO	LEVEL THREE	LEVEL FOUR
Assessment	Ambulance (5 mentions)	Approvals - large projects	Air services
Bylaws/standards	Bylaw enforcement	Assessment	Corporate services
FCSS	FCSS	Bylaw enforcement	Economic development (4 mentions)
Representation	Finance	DATS	Environmental concerns
	Health services	Disaster services	Financial services
	Local water distribution	Economic development	Health *
	Local sewage collection	Emergency response	Human resources
	Marketing plan	Environment/air quality	Purchasing
	Recycling	Geographic information systems	Social services
		Medical transportation (transfer)	Tourism
		Public transit (3 mentions)	Transit
		Regional economic development	Utility (electric)
		River valley parks	
		School bus transportation	
		Sewage discharge regulation	
		Social services	
		Specialized fire protection	
		Tourism/promotion	
		Transportation/planning (2 mentions)	
		Uniformity of standards, guidelines, regulations, codes	

* Provincial issue: but Edmonton area currently serviced by five health regions. We lose residents who want/need to access health services in capital region [comment from Town].

Question 3.4
How important is each of the following considerations in determining the best approach for our region?

Participants indicated the level of importance on a scale from 1 to 5:

1 = Not important   5 = Very Important

CITIZENS RECEIVE BETTER VALUE FOR THEIR TAX DOLLARS
Refers to municipal services provided in exchange for municipal taxes

Respondent Profile	N	% Who Chose 1 or 2	% Who Chose 3	% Who Chose 4 or 5
Elected Official	58	3%	12%	84%
Stakeholder	50	-	4%	96%
Local Govt Employee	12	-	25%	75%
Overall	**120**	**2%**	**10%**	**88%**

CITIZENS BENEFIT FROM SERVICE AND FACILITY ENHANCEMENTS
including access to expertise and specialized equipment

Respondent Profile	N	% Who Chose 1 or 2	% Who Chose 3	% Who Chose 4 or 5
Elected Official	56	4%	14%	82%
Stakeholder	50	6%	10%	84%
Local Govt Employee	11	-	18%	82%
Overall	**117**	**4%**	**13%**	**83%**

AN APPROPRIATE LEVEL OF SERVICE IS DELIVERED IN EACH COMMUNITY

Respondent Profile	N	% Who Chose 1 or 2	% Who Chose 3	% Who Chose 4 or 5
Elected Official	57	2%	7%	91%
Stakeholder	50	-	10%	90%
Local Govt Employee	12	-	-	100%
Overall	**119**	**<1%**	**8%**	**92%**

CITIZENS KNOW WHO IS RESPONSIBLE FOR SERVICE DELIVERY AND CONCERNS

Respondent Profile	N	% Who Chose 1 or 2	% Who Chose 3	% Who Chose 4 or 5
Elected Official	59	7%	3%	90%
Stakeholder	50	2%	18%	80%
Local Govt Employee	12	8%	42%	50%
Overall	**121**	**5%**	**13%**	**82%**

THERE IS ECONOMIC BENEFIT TO THE REGION
total cost will decrease and/or desirable economic spin-offs will result

Respondent Profile	N	% Who Chose 1 or 2	% Who Chose 3	% Who Chose 4 or 5
Elected Official	57	7%	25%	68%
Stakeholder	50	-	14%	86%
Local Govt Employee	11	-	27%	73%
Overall	**118**	**3%**	**20%**	**76%**

VOLUNTEERISM IS SUPPORTED

Respondent Profile	N	% Who Chose 1 or 2	% Who Chose 3	% Who Chose 4 or 5
Elected Official	59	-	5%	95%
Stakeholder	49	8%	33%	59%
Local Govt Employee	12	8%	25%	67%
Overall	**120**	**4%**	**18%**	**78%**

SERVICE MANAGERS BE ACCOUNTABLE TO LOCAL CITIZENS

Respondent Profile	N	% Who Chose 1 or 2	% Who Chose 3	% Who Chose 4 or 5
Elected Official	59	5%	17%	78%
Stakeholder	50	6%	14%	80%
Local Govt Employee	10	-	40%	60%
Overall	**119**	**5%**	**18%**	**77%**

THE SIZE OF GOVERNMENT WILL NOT INCREASE

Respondent Profile	N	% Who Chose 1 or 2	% Who Chose 3	% Who Chose 4 or 5
Elected Official	58	10%	19%	71%
Stakeholder	50	6%	2%	92%
Local Govt Employee	11	18%	36%	47%
Overall	**119**	**9%**	**13%**	**77%**

LOCAL IDENTITY AND PRIDE ARE MAINTAINED

Respondent Profile	N	% Who Chose 1 or 2	% Who Chose 3	% Who Chose 4 or 5
Elected Official	59	2%	5%	93%
Stakeholder	50	18%	22%	60%
Local Govt Employee	12	-	-	100%
Overall	**121**	**8%**	**12%**	**80%**

Other important considerations listed:

Total cost must be reduced and those that now pay less must continue to benefit.

Decisions reflect long term objectives.

Land use be controlled locally.

An appropriate level [of service] determined by the residents and paid for by those residents.

Citizen expectations are valued.

Total cost in each municipality will decrease.

Highest service is not "NORM."

Ability to contact elected officials.

Recognition of population densities and industrial complexes.

Fairness in allocation of services.

Citizens receive value for their tax dollar.

Cost to citizen of services.

Quality of life.

Urban and rural have equal access.

Quality education is available to all.

Access to elected officials.

Economic benefit to municipality.

Cooperation is perceived by citizens (no one "former" community is getting more attention than any other).

Distance (e.g., to other facilities such as fire and ambulance).

That equitable service is available to all participants.

Economic benefit is seen.

Taxes collected to support regions as described earlier.

Visibility of elected official.

Level of service is maintained.

No forced change in boundaries.

All municipalities benefit.

Taxation be controlled locally.

Levels of service be controlled locally.

Accountability (beyond management).

Regional environmental concerns.

Continuously solicit, utilize and value citizen input.

Size of government should decrease (reduce). [3 mentions]

Access is equal for rural and urban citizens.

Regional solutions can not be parachuted in from other regions, they must be developed locally.

Major, long-term infrastructure investments are coordinated and optimized.

Reduction of overall tax burden.

Open/transparent - decision making process.

Region to be promoted by one economic/tourism entity.

Liberal governing attitudes eliminated.

Business owners receive better value for their tax dollars.

Summary of Responses to October 28, 1999
APPENDIX

DESCRIPTIONS OF GOVERNANCE MODELS THAT APPEARED IN WORKBOOK

Extend the existing voluntary forum (ACRA). There is already an existing voluntary forum in place (Alberta Capital Region Alliance) that allows municipal leaders to discuss regional issues. Municipalities decide voluntarily whether they will participate and can opt out of any regional agreements they do not think would serve their municipality well. This forum is made up of an executive board of elected officials and an assembly of all municipal elected officials. Assumption: this forum would be augmented by agreements that would allocate costs for regional developments or services to participating municipalities.

Mandated coordinating agency. This approach is similar to the approach above, except that the municipalities negotiate a mandate for a regional agency at the outset and agree to allocate certain powers to the regional agency. The mandate would define fair cost allocation to municipalities, membership on the board, and decision making procedures. The agency would establish priorities, make decisions and address problems at the regional level. It would not deliver services directly, but would coordinate service delivery in some cases. Member municipalities would retain their own local government.

Sub-regions. This approach assumes that municipalities agree to reduce the number of municipal governments in the region by forming four to six substantive municipalities (or sub-regions). The intention would be that the sub-regions would be able to respond to issues at the sub-regional scale and would reduce the number of players to respond to regional challenges. There would have to be a coordinating mechanism among the sub-regions (this could be either voluntary or mandated as described above).

DESCRIPTION OF LEVELS OF SERVICE INTEGRATION THAT APPEARED IN WORKBOOK

Local service delivery Emphasis is upon local responsibility for service delivery. Municipalities generally deliver their own services with their own resources. Municipalities participate in inter-municipal agreements (which may involve sharing of resources) on a voluntary basis.
- No regional coordinating agency or office.
- Inter-municipal agreements are voluntary and may be terminated by any signatory.
- Inter-municipal agreements may involve several municipalities (or sub-regions).

Optional regional service coordination Regional service coordination occurs by agreement among municipalities who choose to participate. Municipalities establish their own standards for delivery.
- Participating municipalities establish a coordination body.
- Available to all regional municipalities, but participation is optional.
- Members choose what services should be delivered, and by whom, and what standards are appropriate within their boundaries.
- If the participating municipalities choose, they can create a service delivery agency with a board that they control.

APPENDIX - PAGE 1 OF 2

- This model assumes that the Alberta Capital Region Alliance (ACRA), or a similar coordination

forum, provides a process for regional decision making.

- It is most likely that staff and equipment would remain at the municipal level, but be shared on a contractual basis (similar to Bruderheim today).

Mandated regional service agency The delivery of described services is regional and all municipalities in the region participate.

- Municipalities that require the described services agree to contract the service from the region, but each municipality chooses its own level of service.

- Municipalities agree to the regional mandate at the outset. They establish powers or limitations for the regional agency through common agreement.

- Municipal councils appoint representatives to a board of directors.

- Equipment and staff are transferred to the regional agency (there could be a transition period).

- Regional agency is responsible for long term planning and for coordinating capital investments within its service responsibilities.

Centralized regional service delivery Municipalities agree (at the outset) to centralize equipment, facilities and staff in a single regional service delivery agency. A regional agency establishes regional standards, allocates resources and has sole responsibility for the delivery of the service. Municipalities appoint a board that oversees fair allocation of costs and resources and ensures long term planning.

WORKBOOK

September/October 1999

We want your advice about the future of the region ...

This workbook is designed to help you provide advice about the future of the Alberta capital region. Under each issue, a brief background is given and questions are asked.

(ISSUE ONE)   **Should the province and the municipalities be expending effort and resources building a framework for regional cooperation?**

Theory

This review is driven by the following trends that appear to be unfolding at this time:

Global economics As transportation and communication become cheaper, the world becomes borderless for producers and buyers. Urban regions should be integrated in order to respond competitively.

Global environmental policy As world leaders build policy that responds to concerns about global environmental concerns (e.g., Kyoto accord on greenhouse gasses), environmental concerns become borderless and require urban regions to respond in an integrated manner.

Sustainable communities As social costs and infrastructure costs rise, there is concern about whether individual municipalities can reasonably bear the burdens they will face in the next decade. Regional integration may provide a more effective means to respond to the major challenges facing our regional municipalities.

Impacts of provincial restructuring and deficit reduction During the 1990s, the provincial government made considerable changes in order to eliminate provincial deficits. These changes resulted in additional responsibilities for municipalities and led to the need for a new relationship between the Province and municipalities.

Considerations

The effort to move toward regional integration is widespread in most developed countries. In Canada, most of the largest urban areas have already adopted a regional approach. The Government of Ontario is currently directing that regional solutions be embraced in all metropolitan areas. Is this worldwide shift a fad? Or, is regional integration the predominant logical response to our times?

Will there be cost savings? Evidence from other locations suggests that there can be significant cost savings in some areas of municipal service delivery, but that costs can rise in others. There are short term costs in making the transition to regional integration. The way the transition process is led, and the effectiveness of regional leadership, can have a major impact on costs.

(vertical sidebar) ALBERTA CAPITAL REGION GOVERNANCE REVIEW

Will regional responses to economic, social and environmental challenges become more effective? One would expect improved effectiveness because currently there is no monitoring system to detect emerging regional issues and no formal way to establish regional priorities or resolve regional issues (although there is a voluntary forum to address this need—see next paragraph). Currently, when a regional matter emerges, a response has to be invented for each issue. This is time consuming and there can be considerable trial and error.

This region has already formed a voluntary body that is beginning to address regional issues—the Alberta Capital Region Alliance (ACRA). Some observers feel that this voluntary forum has already created the framework needed for the future; others feel that the voluntary nature of the forum will make it ineffective when major issues and changes arise.

1.1 How important is it that the Province and the municipalities invest time and money in building a framework for the Alberta capital region at this time?

Not
Important   **Very**
                                                                              Important

❏   ❏   ❏   ❏   ❏

1.2 Which of the following thoughts most closely reflects your opinion?

❏ Leave the challenges of the future to the municipalities. They will work together when necessary, and regional initiatives will naturally evolve if they are truly needed.

❏ Continue the provincial-municipal effort to build a framework. Democracy may be messy, and we may have to be patient, but the buy-in from the leaders will help make good things happen.

❏ Province should step in and tell the municipalities what they must do. Otherwise, territorial issues among municipal leaders will prevent the changes needed.

(ISSUE TWO)   **What is the best way to achieve coordinated leadership, in the future, for this region?**

Theory

An effective region requires a single forum that brings together leadership and management representing the full range of communities involved. The leadership process should not reduce citizen opportunity for involvement and influence, but should provide an effective, efficient and predictable decision process.

Considerations

The optimum size for representative and efficient government has been debated and there is no widely supported conclusion. At some point, central government becomes too large to be responsive or effective. Presumably, individual municipalities can offer highly responsive service, but may not be effective at making long term decisions on regional issues.

About unicity: several areas have integrated regional leadership by becoming a single city (Unicity). This solution usually emerges through either a directive from the provincial government, or through annexation. Most municipalities outside Edmonton have indicated major opposition to either approach to create a single city.

About two-tier government: many areas have addressed regional issues by establishing a new level of government that addresses regional issues, while municipalities address "local" issues. Municipalities in our region have expressed concern that this approach would lead to competition between the regional and local governments, duplication of expenditures, and confusion among citizens about who is providing their services.

2.1 Three approaches to providing leadership and direction for the Alberta capital region in the future are presented here (in no particular order). Refer to Working Group A's report: Decision Coordination and Leadership Options for more information.

Extend the existing voluntary forum (ACRA). There is already an existing voluntary forum in place (Alberta Capital Region Alliance) that allows municipal leaders to discuss regional issues. Municipalities decide voluntarily whether they will participate and can opt out of any regional agreements they do not think would serve their municipality well. This forum is made up of an executive board of elected officials and an assembly of all municipal elected officials. Assumption: this forum would be augmented by agreements that would allocate costs for regional developments or services to participating municipalities.

Mandated coordinating agency. This approach is similar to the approach above, except that the municipalities negotiate a mandate for a regional agency at the outset and agree to allocate certain powers to the regional agency. The mandate would define fair cost allocation to municipalities, membership on the board, and decision making procedures. The agency would establish priorities, make decisions and address problems at the regional level. It would not deliver services directly, but would coordinate service delivery in some cases. Member municipalities would retain their own local government.

Sub-regions. This approach assumes that municipalities agree to reduce the number of municipal governments in the region by forming four to six substantive municipalities (or sub-regions). The intention would be that the sub-regions would be able to respond to issues at the sub-regional scale and would reduce the number of players to respond to regional challenges. There would have to be a coordinating mechanism among the sub-regions (this could be either voluntary or mandated as described above).

Please select the approach you prefer:

Existing voluntary forum - extended	Mandated coordinating agency	Four to six sub-regions	None of the above (see my suggestion below)
❏	❏	❏	❏

Assumptions or considerations that would affect my choice:

_____

_____

_____

_____

_____

_____

_____

_____

Alternate suggestion:

_____

_____

_____

_____

_____

_____

_____

2.2 How soon will regional matters require an improved means of achieving regional decisions?

❑ Never   ❑ In 5 to 10 years   ❑ In the next 5 years   ❑ Immediately

(ISSUE THREE)   **Is there value in integrating service delivery at the regional level?**

Theory

Since most municipalities deliver similar services, an "economy of scale" should be achieved when the services are integrated at the regional level. This would allow sharing of expertise and integration of service facilities and equipment.

Considerations

What services are we talking about? Examples include: fire protection, transit, water, waste management, planning, community and recreation services.

- There are already agreements within the region to cooperate, share services and coordinate facilities. These involve some municipalities, but not others.
- There will be costs and staff implications if there are changes to integrate services on a broader level.
- Successful regional integration of service delivery is in place in several urban regions in North America.

How much integration of service delivery is desirable? Please review the following scale: four levels of service integration have been defined. On the left side is the least formal integration (with the most flexibility for municipalities to do what they think is necessary). On the right side is the most formal integration (with the least flexibility for participating municipalities).

Local service delivery — Optional regional coordination — Mandated regional services agency — Centralized regional service delivery

Increasing levels of regional integration and regional control
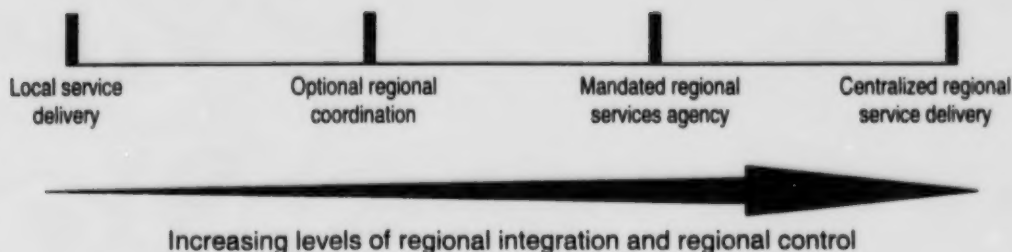
Definitions of alternatives for regional service delivery

Local service delivery Emphasis is upon local responsibility for service delivery. Municipalities generally deliver their own services with their own resources. Municipalities participate in inter-municipal agreements (which may involve sharing of resources) on a voluntary basis.

- No regional coordinating agency or office.
- Inter-municipal agreements are voluntary and may be terminated by any signatory.
- Inter-municipal agreements may involve several municipalities (or sub-regions).

Optional regional service coordination Regional service coordination occurs by agreement among municipalities who choose to participate. Municipalities establish their own standards for delivery.

- Participating municipalities establish a coordination body.
- Available to all regional municipalities, but participation is optional.
- Members choose what services should be delivered, and by whom, and what standards are appropriate within their boundaries.
- If the participating municipalities choose, they can create a service delivery agency with a board that they control.
- This model assumes that the Alberta Capital Region Alliance (ACRA), or a similar coordination forum, provides a process for regional decision making.
- It is most likely that staff and equipment would remain at the municipal level, but be shared on a contractual basis (similar to Bruderheim today).

Mandated regional service agency The delivery of described services is regional and all municipalities in the region participate.

- Municipalities that require the described services agree to contract the service from the region, but each municipality chooses its own level of service.
- Municipalities agree to the regional mandate at the outset. They establish powers or limitations for the regional agency through common agreement.
- Municipal councils appoint representatives to a board of directors.
- Equipment and staff are transferred to the regional agency (there could be a transition period).
- Regional agency is responsible for long term planning and for coordinating capital investments within its service responsibilities.

Centralized regional service delivery Municipalities agree (at the outset) to centralize equipment, facilities and staff in a single regional service delivery agency. A regional agency establishes regional standards, allocates resources and has sole responsibility for the delivery of the service. Municipalities appoint a board that oversees fair allocation of costs and resources and ensures long term planning.

3.1 Do you think there is a need for regional service integration in the future?

- ❏ **NO (doubt the value of planning for service integration)**
- ❏ **MAYBE (need further study)**
- ❏ **YES (for some services only)**
- ❏ **YES (for most services)**

3.2 If you think that integration of regional services is likely a good thing, how soon should any change toward integration occur?

❏ **Not for at least 10 years**   ❏ **In 5 to 10 years**   ❏ **In the next 5 years**   ❏ **Immediately**

3.3 Following is a sampling of services that could be considered for some level of regional integration. Please indicate the level of regional integration, if any, you feel may be appropriate for each of these services (levels of service delivery are defined on page 5).

	Local service delivery	Optional regional service coordination	Mandated regional service agency	Centralized regional service delivery	No opinion
Fire protection	❏	❏	❏	❏	❏
Emergency medical dispatch	❏	❏	❏	❏	❏
Public works	❏	❏	❏	❏	❏
Inter-municipal (commuter) roads	❏	❏	❏	❏	❏
Water treatment and distribution	❏	❏	❏	❏	❏
Libraries	❏	❏	❏	❏	❏
Large recreation facilities	❏	❏	❏	❏	❏
Police	❏	❏	❏	❏	❏
Land use planning	❏	❏	❏	❏	❏
Solid waste treatment	❏	❏	❏	❏	❏
Sewage treatment	❏	❏	❏	❏	❏
Information technology and databases	❏	❏	❏	❏	❏

OTHER

•	❏	❏	❏	❏	
•	❏	❏	❏	❏	
•	❏	❏	❏	❏	
•	❏	❏	❏	❏	

3.4 How important is each of the following considerations in determining the best approach for our region?

How important is it that ...	Not Important				Very Important
... citizens receive better value for their tax dollars?*	❑	❑	❑	❑	❑
... citizens benefit from service and facility enhancements (including access to expertise and specialized equipment)?	❑	❑	❑	❑	❑
... an appropriate level of service is delivered in each community?	❑	❑	❑	❑	❑
... citizens know who is responsible for service delivery and concerns?	❑	❑	❑	❑	❑
... there is economic benefit to the region (total cost will decrease and/or desirable economic spin-offs will result)?	❑	❑	❑	❑	❑
... volunteerism is supported?	❑	❑	❑	❑	❑
... service managers be accountable to local citizens?	❑	❑	❑	❑	❑
... the size of government not increase?	❑	❑	❑	❑	❑
... local identity and pride is maintained?	❑	❑	❑	❑	❑

OTHER CONDITIONS:

▪	❑	❑	❑	❑	❑
▪	❑	❑	❑	❑	❑
▪	❑	❑	❑	❑	❑
▪	❑	❑	❑	❑	❑

*Refers to municipal services provided in exchange for municipal taxes (i.e., does not include education tax).

RESPONDENT PROFILE

❑ **Elected official**   ❑ **Local government employee**   ❑ **Stakeholder**
❑ **Provincial government employee**

Your Name _____

Municipality Where You Live _____

Please use the postage paid envelope to return your completed workbook
by October 26, 1999 (allow time for mailing)

Alternately, you may fax your response to (1-888) 423-4745

The Alberta Capital Region Governance Review

Summary of Comments from
STAKEHOLDER FORUM FOR CITIZEN LEADERS

October 26, 1999
Salons A & B, Mayfield Inn, Edmonton
8:30 to 11:30 a.m.

In attendance:

Robin Brown	Fort Saskatchewan Public Library
Steve Cherwonick	Parkland Against Amalgamation League
Grant Dorosh	Alberta Capital Region Cooperative Alliance
Dan Eckel	Spruce Grove Chamber of Commerce
Betty Getz	Nisku Business Association
Don Grimble	Kingsway Business Association
Carol Hetherington	Edmonton Chamber of Commerce
Audrey Kelto	Genesee Concerned Citizens
Bonnie Kulak	Asset Management & Public Works, Edmonton
Ted LaLacheur	Edmonton Chamber of Commerce
Kim Mackenzie	Mackenzie Associates Consulting Group
Lorraine McKay	Genesee Concerned Citizens
Kent McMullin	Economic Development, Edmonton
Brian Peddigrew	Alberta Municipal Affairs
John Ramsey	Weber Motors
Darla Simpson	Sierra Club
Brent Skinner	Capital Health Authority
Diane Trenn	Edmonton Regional Airports Authority
Tim Vatamaniuck	RCMP "K" Division
Charlie Weir	Citizen
Les Young	Capital Health Authority
Lou Hyndman	Project Chairman
Bill McMillan	Project Coordinator/Forum Facilitator
Carolyn Brandon	Project Assistant
Lori Gerrits	Court Reporter

Purpose: To allow stakeholders to present their ideas to the Project Chairman in an open format so that participants can hear each other's views and preferences.

QUESTION #1

How important is it that the Province and the municipalities invest time and money in building a framework for the Alberta capital region at this time?

- There appears to be a lack of citizen input at this point. Where does the public fit into this whole process?

- There should be some input from large companies and the public, maybe not right now, but in the future.

- This approach seems to be working fine – starting by talking with the elected officials and then getting other people involved. And I think people will want to get involved because they don't necessarily like what they are seeing from the politicians in the region.

QUESTION #2

Do you think that there is a need for regional service integration in the future? If so, how soon should this occur?

- Traditionally libraries have not been well funded – their only option was to cooperate and share resources. We have been doing this for three years now. Our concern is that because we may be a role model for cooperation, will library services be used as a guinea pig?

- One size does not fit all – we all have a different perspective on how important a service is. How do we address economies of scale and allow individuals and individual areas to express their own objectives?

- There is a tremendous need for integration at the planning level. Existing municipal boundaries may not make sense in terms of delivering services. How do we identify communities of interest and allow those people to deliver services in a flexible way to meet the communities' needs?

- There is currently no coordination for a regional development pattern – this is a recipe for disaster – where each of 20+ municipalities are all planning for their own entity, within their own boundaries. Winnipeg is a prime example of this – a totally uncoordinated land-use pattern. If we establish a mechanism for managing growth now, we can probably avoid a lot of problems in the future.

- Several examples of cooperation in service provision already exist in the region e.g. water, sewage, libraries, etc.

- Service integration will take time, it may occur on an incremental basis and may not apply to a all areas – it's got to be integrated and planned.

- There are certain services that may have to be dealt with on a regional level to avoid conflicts between communities.

- The position of the Sierra Club is that city planning is very important for environmental concerns. On a regional level, we have to protect watersheds and our significant natural areas – this is something that can't be done on a municipal basis.

- From the health perspective, integration in the region was initially mandated provincially. Since then, there have been cooperative activities occurring by volition and choice of the municipalities and the people in them.

- If you do something that people see as desirable they will want to join. You may not be able to mandate all municipalities to do something but you can make it desirable for them to join.

- If we want to make this a viable region, we still need to keep those reasons that people live in those areas intact, otherwise they won't live there.

- We should start integrating those services that are most critical i.e. police, emergency services. But in the process we don't want to increase bureaucracy – bigger does not equal more efficient.

- It would be a good idea to develop an example (e.g. garbage collection), showing the pros and cons of different approaches to service delivery and put that out to the public for comment.

- Nisku Business Association has lobbied, on behalf of its 400 members, for improvements in several service areas including roads, traffic congestion and police protection.

- Edmonton Airport Authority is interested in regionalization. Currently pursuing opportunities where duplication of services occurs between the authority and the surrounding counties and municipalities.

- Leduc/Nisku Economic Development Authority has developed a regional perspective and brought together six communities including the airport.

- Perhaps with all these groups already heading in the direction of cooperation and integration, regionalization will be accomplished anyway, through the natural course of events. Is this something the Province would find acceptable or do they wish to see some form of plan?

- In determining those service areas for integration, those chosen by the CEOs may not be the same as those chosen by the public. In the County of Parkland, I hear from citizens that the biggest problem is in the area of transportation.

- Even though we can see alignment of services being practical in a number of areas, are we wasting our time if the municipalities are not prepared to be sharing partners?

- It appears to be a much easier process working from the bottom up rather than from the top down, as has happened in areas such as Toronto, Hamilton and Halifax. Maybe we should put the public on top and still come from the top down.

- There may be different levels of delivered services in different areas within the region. Depending on the location, the intensity and the cost of services, all the same services will not necessarily be delivered in the same place.

QUESTION #3

What considerations should guide decisions about service integration?

- Need to determine what the government should be doing and what they shouldn't be doing – set some priorities. Some services can be delivered at the municipal level while others can be locally or community delivered.

- Why is economic development and tourism not included in those services areas? I would think that there would be real benefits to be gained from having a regional identity in terms of economic development and tourism.

- Economic Development Edmonton, in the early 90s was able to develop a plan. The board was private sector, but required cooperation of elected officials and the administration to reach agreement. The template is there, and could evolve with an appropriate catalyst.

- The level of service will be judged based on the taxes being paid. It is going to be difficult to provide a level playing field for all services over the region, there are so many factors to consider.

QUESTION #4

Which of the proposed approaches to regional governance comes closest to your ideal for the future? Are there other approaches that should be considered? Why?

- We should get away from the idea of thinking of Edmonton as the untouchable, monolithic entity. Maybe Edmonton would be divided among different regions.

- There is always the concern that the big player is going to have more votes or seats than the more "subordinate" areas. What is fair decision-making, does everyone just have one representative?

- It bothers me to be presented with three models A, B and C and told to pick one – there's a whole range in there between the two extremes of dictatorship and virtual government of how we can find a fair and equitable way for this region to govern itself.

- There are existing provincial systems (i.e. Federation of Libraries) that do not lend themselves to a regional approach, other interested libraries are not allowed to become part of the federation.

- There's a dichotomy among citizens – those that identify with either the government of the city or town that they live in versus those that consider themselves part of the Edmonton region. This frame of reference becomes more important than the model.

- We need to keep in mind that 40 years from now Edmonton and region will be a very different place. We are going to have to change and make some trade-offs. We have the opportunity to look at things and decide what needs to be done differently, what services can't reasonable be delivered efficiently on a local basis.

- Several existing acts at the service level will need to be changed to make regional service delivery possible (i.e. police).

- If we can identify those specific areas where government could be effective and efficient – that regional areas can buy into – the rest can fall into place.

- Infrastructure (roadways, sewers, water) are those service areas in which government must be involved – all these things are necessary for economic development. If we do well economically, the rest will come into play naturally. As an economically advanced area of Canada right now, we should take advantage of the fact that we are being given the opportunity to choose our direction for the future.

- I would go for Option 2 – mandated services – with some deregulation added in.

- We are going to have to make some intelligent predictions about what the region is going to look like 50 years from now. We need to look more to the future and how we are going to provide services to that future population.

QUESTION #5

Is there value in establishing a regional "constitution" that clarifies responsibilities for regional matters and ensures that tax revenue is allocated appropriately to support those responsibilities?

- Citizens do not know where federal, provincial, municipal government responsibilities lie. Because of downloading (or off-loading) through the 90s, there is much confusion as to who is doing what. This needs to be sorted out before we can proceed.

- There are drivers in play that cannot be dealt with by one level and do not respect the artificial divisions we make between federal, provincial and municipal.

- We need to get away from the "we/they" concept and start to build on the "us" concept, then we can accomplish what we want to do with our region.

- There is value is setting down a vision between the provincial and municipal levels, simply because growth is going to happen. It's better to plan now and set up some rules than wait for the crisis.

- With people becoming increasingly mobile it will be important that dollars follow people – this appears to be happening in education and health services.

- When we get to the public input part of the process it will be important for people to be adequately informed, that they are provided with information from all sides of the coin, not just one viewpoint.

- Even when rules and responsibilities are established, things change over time. How can we protect the interests of stakeholders when the rules begin to change?

- There has to be a long-term vision that everyone can buy into. We can't continue thinking in three-year terms.

- A concrete type "constitution" will not allow the flexibility required to deal with change over time – there has to be some flexibility incorporated into the long-term view. We should be looking for directions rather than blueprints.

- Keep in mind that: "in the short-term everything is fixed; but in the long-term everything is variable."

Summary of Comments from
STAKEHOLDER FORUM FOR CITIZEN LEADERS

October 26, 1999
Salons A & B, Mayfield Inn, Edmonton
1:15 to 4:00 p.m.

In attendance:

Allan Boistad	City of Edmonton
Timothy Cartmell	Community Health Council
Ace Cetinski	Alberta Capital Region Cooperative Alliance
Gloria Chalmers	Edmonton Public Schools
Marilyn Corbett	Strathcona County Public Library
Emery Dosdall	Edmonton Public Schools
Debra Gillett	Edmonton Transit System Advisory Board
Brian Hoekstra	Edmonton Fire Fighters Union
Scott Jamieson	Capital Region Sewage Commission
Arlene Kissau	St. Albert Public Library
David Lewin	EPCOR
Don Mitchell	Coalition of Edmonton Civic Unions
Mark Oberg	Morinville Public Library
Jim Rivait	University of Alberta
Julian Romanko	St. Albert Chamber of Commerce
Bill Symonds	Alberta Municipal Affairs
Ken Woitt	Alberta Capital Region Alliance
Lou Hyndman	Project Chairman
Bill McMillan	Project Coordinator/Forum Facilitator
Carolyn Brandon	Project Assistant
Lori Gerrits	Court Reporter

Purpose: To allow stakeholders to present their ideas to the Project Chairman in an open format so that participants can hear each other's views and preferences.

QUESTION #1

How important is it that the Province and the municipalities invest time and money in building a framework for the Alberta capital region at this time?

- There is little coordination out there currently – all these municipalities doing the same thing. There are a lot of areas where things could be much more efficient and coordinated at a regional level e.g. transportation, business development, utilities, tourism.

- Very few decisions being made today are not interrelated – things happening in one municipality will have implications for other municipalities.

- It's a lot better for us to be in a conscious problem-solving mode rather than one in which we are reacting to implications imposed on us by others in an uncoordinated approach.

• It is good for the province to be involved, if nothing else as a mediator between parties.

QUESTION #2

Do you think there is a need for regional service integration in the future? If so, how soon should this occur?

• I think the municipal administrators are the wrong guys to ask. As far as basics like utilities, transportation, waste disposal, etc. these are core functions that could be integrated regionally. Providing a service at a low cost – that's more important than value.

• Delivering the best value services is important – it's not just a function of cost but a function of the quality of service and what citizens expect in terms of service. When you talk about integrating services you have a real issue in terms of what people's expectations are.

• There are some core services that ought to be integrated simply because they effect everyone in the entire region – services that protect our society i.e. police, fire and emergency services. Standards required by individual communities will vary, but there are some services that we all want the same standard for.

• When we talk about level of service and standards, each community would choose the standard for their service. But if it comes down to the bottom dollar, I don't think we can just keep cutting down to the bare bones – what do we end up with?

• How can we maintain identity on a regional level and on a municipal level and maintain services that are common? This question must be addressed by the framework.

• You can't regionalize and not have some levelling taking place (we are going to lose services in some areas and subsidize other areas). The question is how much levelling and what standards – we have to have some agreement on standards for that framework.

• I'm in favour of the province being a catalyst that helps to set a framework for the region. I think there is an opportunity to meet the things that are important for one municipality without taking away from the other – let's find a way of looking for those things and all come out winners.

QUESTION #3

What considerations should guide decisions about service integration?

• Citizen advisory boards may be an important factor in involving the public in delivery of services and may address the loss of identity issue. Public opinion polls do not necessarily do a good job – well-informed people on specific issues are needed.

• We will need to be clear on which services are needed for the capital region, and whether they can be provided by the local authority or are they services which can be made more competitive. In areas where competition can drive up costs you have to look for synergies, so it's not a question of lowering the value.

• If you want to increase value, it's either less dollars or greater satisfaction.

• What can we do in the way of integrating services under umbrella organizations that begin to make the funding formulas from the province more effective and thereby increase satisfaction and value?

• I like the idea of community advisory councils. One of the concepts there is selective recruitment – the individuals are selectively recruited from the organizations and provided with

background on the issues.

- From the University of Alberta standpoint, integration of economic development activities would be a big advantage. When we go to the government to try to get support for things it's quite difficult because we appear divided within the region.

- Obviously some municipalities will require higher levels of service than others. We need to start talking cooperation instead of protecting our own turf.

- In Edmonton Public School experience, there appears to be a general willingness for people to understand each other and not to be turf protective. There is benefit to the whole from the shared expertise that comes from working together. Working cooperatively helps identify areas of overlap but more importantly we find the gaps.

- Libraries have been working successfully as a cooperative federation for some time. Regional integration can occur in a similar manner, where all members work together to build a coordinated service delivery to the benefit of the whole region.

- How much of identity is actually wrapped up in boundaries? I don't think ultimately that boundaries matter, its more a sense of people and surroundings.

- Perhaps we can continue on with what is already happening in some core service areas (i.e. sewage) and add other areas that would be profitable if they were regionalized.

QUESTION #4

Which of the proposed approaches to regional governance comes closest to your ideal for the future? Are there other approaches that should be considered? Why?

- There could be four authorities (each for a group of services) made up of a chairman and a board of specialists (not elected officials) who are accountable to the shareholders which are the municipalities.

- It may not be quite that easy to disconnect the politicians from doing their job of governing.

- The mandated coordinating agency would be one of the ways to pursue this. The agency would be made up of administrators who would have the responsibility of direct communication back to their municipalities, and through their municipal councils the opportunity to put forward petitions and make comments back to the coordinating agency.

- We need to come out of this process with less administration and less elected officials. Twenty-two municipalities to govern this region is crazy.

- The coordinating agency should not be made up of 22 board members, perhaps somewhere in the range of 7 to 9.

- Fewer players need to be involved, somehow we need to reduce the region to four or six coordinated municipal governments.

- I don't think you need to have a council to maintain identity, it's all in the efficient delivery of services.

- We need to keep that connection with the citizens in what we do with the region. I'm not sure a set-up where things are decided by administrators who will then consult with their politicians will accomplish this.

- It's time to get the general public more involved in the process, go out to the community for comment on these two or three proposals.

- Introducing authorities only seems to be adding a fourth level of government – if we add another level things are going to get really complicated. If there are going to be authorities, run or overseen by politicians, they will have to be the same municipal politicians.

- The example of the Edmonton Airport Authority is one which might be looked at for regional cooperation. It is made up of a board of 15 appointed members, where no municipality has the majority. Where issues arise, the appointed member may be called in by council and concerns are raised – we still have influence although it's a bit more arms length.

- How will the boards or authorities be made accountable? An option may be the use of citizen participation panels.

- I would rather see elected officials on the boards making decisions than administrators.

- Do we necessarily need a structure in place? I don't see an immediacy of any problem here. It's more important to maintain flexibility to deal effectively with different issues in different ways as they arise.

- We need to look at the policies and practices that are currently in place at the provincial level that encourage or discourage regionalization.

QUESTION #5

Is there value in establishing a regional "constitution" that clarifies responsibilities for regional matters and ensures that tax revenue is allocated appropriately to support those responsibilities.

- The province only needs to be involved as far as providing funding.

- The province needs to be involved – to look at what it's doing in terms of its policies and ask how is this going to change with a metropolitan form of government in the Edmonton area.

- The province is a major player. If they don't like what we do they control the purse strings and therefore, what we can and cannot do.

- There has to be some buy-in from the municipalities themselves. I don't think a situation where municipalities can opt in and out will work. There can still be some flexibility in the different service levels that municipalities can choose.

- The province and municipalities must negotiate a framework for addressing regional matters, obviously the kinds of policy decisions the government makes affects all municipalities.

- I don't think the province's role at this point is to direct things. The province needs to look at what it's doing and identify the barriers they are putting in the way to prevent regionalization and what they are doing to promote it.

Alberta Capital Region Governance Review

Summary of Stakeholder and Public Submissions
to March 15, 2000

Following is a list of submissions received with a brief summary of the submission content. Many of these submissions are posted in full on the Alberta Capital Region Governance Review web site <WWW.ACRGR.ORG>. Those not posted on the web site are available through the Project Office in Edmonton at 423-4731 or toll free at 1-800-361-9362.

ORGANIZATION/PERSON	DESCRIPTION
ACR Co-Operative Alliance Ace Cetinski, Chairman Public Affairs Liaison Committee	A Proposal for Co-operative Regional Governance: Decide which functions (or services) are regional ("One Voice") and set up authorities to deal with each (e.g., Business Investment, Transportation, Utilities, Policing, Waste Management). The authorities would determine priorities and the best way to deliver the service.
ACR Co-Operative Alliance Ace Cetinski, Chairman Public Affairs Liaison Committee	The recommended "Regional Utility Authority" that owns and operates distribution infrastructure lends itself to recent developments (i.e., ATCO selling off its water distribution system and TRANSALTA selling off its retail and distribution divisions).
ACR Co-Operative Alliance Ace Cetinski, Chairman Public Affairs Liaison Committee	We support a "One Voice" regional authorities approach for core regional functions to benefit the entire region. An example is the successful Edmonton Regional Airports Authority. This success will require that municipalities give up certain powers to boards and authorities.
Alexander, Mr. B.	An essay entitled *On Community and Change*
Atkinson, Mr. F.	It is my belief that some very innovative concepts may have been overlooked by the regional political people. Included a transportation proposal and a boundary change proposal.
Canadian Federation of Independent Business Brad Wright, Director Provincial Affairs	Small business provided a response to capital region governance proposals.
Capital Health Authority Neil Wilkinson Chair	A discussion of the efficiencies realized by regionalization of services (i.e., elimination of service duplication and overlap, coordination of information and other support systems, elimination of fierce competition for provincial funding, and the ability to coordinate emphasis on health promotion, rather than simply sickness care. The health system was also simplified and less confusing for patients, especially those with complex or long lasting medical conditions. Important benefits: "Big Picture" Leadership, Responsive Service Delivery, Potential for Ongoing Innovation. Challenges: Matching Boundaries with Utilization Patterns, Regional Involvement in Decision Making Process.
Downtown Business Association of Edmonton Peter Mercer Executive Director	Individual municipalities are facing increasing competition from those who form the regional alliance to encourage economic growth. To develop a strong market share, each municipal region must develop a strategy to be competitive. Economic development [in the future] will be best achieved through regional strategies and cooperation.

ORGANIZATION/PERSON	DESCRIPTION
Economic Development Edmonton Jim Edwards President and CEO	"We cannot succeed in today's global markets as 22 competing economic development agencies. We must find a collaborative approach." "In order to build trust that is fundamental to cooperation, we must work on specific projects on a consensual basis."
Edmonton Chamber of Commerce Approved by Board	Governance and Service Delivery: promote a cost effective government in the Alberta Capital Region through cooperation and collaboration. Growth and Economic Development: promote the importance of growth with provision for infrastructure, attractive services and competitive tax structures to achieve quality sustainable growth. Planning: The timing is excellent to plan for the future.
Edmonton Chamber of Commerce Craig Martin, Volunteer President	Important that the benefits of any changes be assessed prior to implementation. The Chamber has adopted a set of goals and list of proposed principles by which proposed changes would be judged.
Edmonton Public Schools Emery Dosdall Superintendent of Schools	The Board collaborates with other boards in the region (some programs, joint use sites, booking school and playing field space). The District also works closely with Edmonton Transit (transportation issues) and is exploring partnerships with regional health authorities and social services to share space and broaden the use of school buildings for community service. A regional perspective could help to lessen the negative implications of growth (i.e., the shift in population from established communities to newer suburbs has placed a strain on school infrastructure).
Edmonton Seniors One Voice Association Bob Whyte, President	The present situation is not acceptable. There are too many problems. There should be a choice for seniors to stay in their communities, rather that move to facilities in Edmonton. Proposal based on a Japanese planning model with distinct satellite urban areas offering specific services only in each area.
EPCOR Donald J. Lowry President & Chief Executive Officer	Submission to Working Group B: Service Delivery Improvements. Recommends a menu-driven service delivery approach providing each municipality to select the level and affordability of service they desire. Recommends a voluntary pooling of assets at fair market value, less depreciation and contributions. The pool would return to each municipality a regulated rate of return based upon its investment. Future regional infrastructure requirements would be financed through a combination of equity, debt and contributions. Provides predictable financial planning for municipalities and stability in service delivery and infrastructure assets.
Evergreen Catholic Separate Regional Division Gerald Bernakevitch Chairman	Local authority is very important to us. It's our opinion that the savings of regionalization are minimal compared to the loss of autonomy.
Fort Saskatchewan Chamber of Commerce Howard Johnson	Amalgamation in the Capital Region is inevitable; the question is when will it occur? Amalgamation of services is supported.
Fort Saskatchewan Citizen Advisory Committee Bill Potvin Chairman	The Committee recommends that the governance structure not be changed, but service delivery should be changed. Committee supports a mandated coordinating agency to provide essential services.

ORGANIZATION/PERSON	DESCRIPTION
George B. Cuff and Associates George Cuff	There seems to be a lack of specific objectives from the government. Eight potential measures proposed to help improve the governance model in this region.
Greater Edmonton Home Builders' Association Samir Hanna President	A clear decision making process for the region is required for long-term success (more structured and effective). Comprehensive long range planning, major infrastructure delivery, and economic development are all regional issues. Value, options for choices in service delivery are important. Critical that government monopolies and additional levels of government are not created. Governance model must encourage quality, sustainable growth with a shared philosophy and vision. Affordable housing: new home market should not be penalized by front loading administrative costs.
Mackenzie, Mr. K.	Recommends review of McNally Royal Commission (1955) and 1981 decision of Local Authorities Board. Noted the abolition of Regional Planning and modifications to the Municipal Government Act.
McDonald, Mr. C.	There are too many governments and councils in the Metro Edmonton region.
Nisku Business Association Terry Danderfer Chairman	Supports four to six subregions governance model as best means of providing leadership and direction. Some services should be integrated. Transition period should be within five years. Accountability, no increase in size of government and better value for tax dollars for both business and citizens are of prime importance.
Parkland Anti-Annexation League Grant Dorosh and Walter Adolf	Regional authorities are really the only way to ensure that regional issues are carried out in an efficient and timely basis. Examples of voluntary associations include Denver Regional Council of Governance, Cascadia (Washington, Oregon and British Columbia) and Puget Sound Regional Council.
Progressive Conservative Association Glen Cleveland, President Stony Plain	The Association's position reflects that of Parkland County's Council.
Regional Chambers of Commerce Mel Flinkman	The regional chambers gathered to develop a list of ten principles. 1. A long-term vision for the Alberta Capital Region and Subregions must be developed prior to change. 2. Agree annexation and forced amalgamation is off the table. 3. We must retain the uniqueness of communities (Long term planning, Lifestyles, Services and service delivery). 4. Promote cost-effective governance in the Alberta Capital Region through cooperation and collaboration. 5. If the ACRA model is chosen membership must be mandatory. 6. Regardless of the governance model chosen community business leaders need to be included among the membership. 7. Cooperation, partnerships and shared services in Sub Regions should be a priority. 8. A "Made in the Alberta Capital Region" model is encouraged. 9. Validate economic sense prior to approving changes. 10. Cooperation, not amalgamation is the key.
Riddett, Mr. R. H.	I would like suggest a fourth model, to divest municipalities of many duties which other agencies are better able to perform.

ORGANIZATION/PERSON	DESCRIPTION
Scharf, Mr. E.	Letter to Minister: In favour of amalgamating St. Albert with the City of Edmonton in order to control costs and eliminate administration and service duplication.
Sherwood Park and District Chamber of Commerce Todd Banks	Strathcona County has been very effective from a regional governance perspective. We are working very well. Don't want to fix what isn't broken.
Sierra Club Peter Duncan Member	Sierra Club is committed to helping provide solutions to the many problems facing the Capital Region. Concerned with urban sprawl and reliance on automobiles. Supports a regional planning authority for improved land use planning, and a regional transportation system with improved public transit.
South East Transportation Planning Society Phillip Walker Member	Supports a Regional Transportation Authority.
Spruce Grove and District Chamber of Commerce Dan Eckel	Promoting cost effective governance in the Alberta Capital Region through cooperation and collaboration is a must. Annexation and forced amalgamation is not the way our region should be developed. Regardless of the governance model chosen, community business leaders need to be included among the membership.
St. Albert Chamber of Commerce Jan Butler Director	We welcome the Review and anticipate that the recommendations will set a framework for a strong, cooperative region made up of independent municipalities prepared to work together for the benefit of all citizens.
Urban Development Institute Alberta Randy Sieben Chairman	Supports more cost-effective delivery of services in the region, efforts to collectively ensure effective/efficient management of growth, and enhancement of global competitiveness by cooperation in economic development. "The choice of governance models is less important than the reasons to employ it."

Alberta Capital Region Governance Review

Summary of Community Input

Prepared By:

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Communications

March, 2000

Alberta Capital Region Governance Review
Summary of Community Input

Process

Community input to the Alberta Capital Region Governance Review (ACRGR) was invited by the Chair to encourage response to emerging directions and recommendations developed by elected and administrative officials during the review process. Input from the general public was collected through three main mechanisms:

- 1,200 respondents[1] to a *public survey* conducted by the Angus Reid Group. The sample for the 18-question survey[2] was made up of 400 respondents from the City of Edmonton, 400 from the suburban ring and 400 from rural areas.

- Almost 300 individuals participated in six *community discussion groups* held throughout the region. The discussion was structured around five core questions[3] which correlated with similar questions in the public survey.

- *Community discussion guides/questionnaires*. The 11-questions in the discussion guides[4] correlated with similar questions in the public survey. Residents of the Alberta Capital region had access to community discussion guides/questionnaires by request (i.e. direct response to newspaper advertising) and through municipal offices in the region, selected regional libraries, the ACRGR website and community discussion group meetings. Response to this mechanism was low. The Review does not have numbers on the total number of guides/questionnaires which were distributed and read, but only 44 were returned and tabulated (results have therefore been provided by total number of responses as well as by percentages).

The use of both quantitative and qualitative research methods provided a deeper understanding of public input than could be achieved by only one method. It should be noted that results from the community discussion groups and community discussion guides/questionnaires reflect only the input of participants/respondents and cannot be generalized to the total regional population. However, the consistency of results across all three mechanisms enhances confidence in the reliability of *all* results.

This document provides an integrated summary[5] of findings from all three input mechanisms, comparing results where applicable to show consistency.

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[1] Results for the total sample are accurate to within +/- 3.5%, 19 times out of 20. This means responses were gathered in a statistically valid manner and can be generalized to the total population of the region.

[2] See attached Public Survey questionnaire and Summary of Results.

[3] See attached Community Discussion Group presentation.

[4] See attached Community Discussion Guide.

[5] Comparisons between responses from different input opportunities have been provided where similar or consistent questions allow for comparisons.

Findings

1. Identification of Issues

When asked to identify the issues facing their municipalities that should receive the greatest attention from municipal leaders, respondents to the public survey did not distinguish between provincial, federal or municipal issues. As a result, the most frequently identified issues were *health care/health services* (39%), *education* (27%) and *distribution of taxes* (17%). Issues identified which were more relevant to municipalities included *infrastructure/road maintenance* (10%), *transportation* (8%), *poverty/homelessness* (7%), *crime* (5%) and *law enforcement* (4%).

Most Frequently Mentioned Municipal/Regional Issues

Infrastructure	**Environment**
Transportation/DATS	**Land Use Planning**
Economic Development	**Municipal services/public works**

Participants in the community discussion groups and people who completed a community discussion guide/questionnaire were asked to identify issues which they thought were *regional* rather than *municipal* in scope. That is, they were asked to identify issues that are broader in scope and responsibility than one municipality and that might be shared by several or all municipalities in the region. While responses varied among discussion groups, the most frequently mentioned issues that were *regional* in scope included: *economic development, environment, transportation, land use planning, social problems, utilities/public works and equitable distribution of regional resources.*

These issues were largely echoed by people who completed a community discussion guide, with one-third of respondents identifying transportation issues, (including transportation planning, infrastructure, inter and intra-municipal transit and DATS). Other key issues identified by discussion guide respondents were *emergency services and disaster readiness* (11 of 44); *municipal services/public works*, such as water, sewage, waste management and recycling (13 of 44); *economic development* (including tourism) and *regional planning* (11 of 44); and issues related to *regional governance*, such as concerns about boundaries and the number of regional politicians (6 of 44).

2. Public Awareness and Knowledge of Regional Cooperation

Awareness of Alberta Capital Region Governance Review

Almost two-thirds of public survey respondents reported that they had seen, read or heard something about a review of how local governments cooperate or about changing the boundaries within the Alberta Capital Region over the past year.

However, specific knowledge about the review was limited, with only 6% mentioning local government cooperation and 2% mentioning the ACRGR specifically. The majority of respondents (82%) mentioned having seen reports about changing boundaries, annexation or regional maps.

Knowledge of Regional Cooperation

Most respondents to the public survey (72%) believed there was some cooperation (61%) or a great deal of cooperation (11%) between their own municipality and its municipal neighbors in the Capital Region.

Responsibility for Managing Issues

When asked which level of government *was* responsible for managing specific issues, the majority of both public survey and community discussion guide respondents believed their own municipality was responsible for economic development (58% public survey; 69% or 30 of 44 discussion guide respondents), social responsibilities (58% public survey; 69% or 30 of 44 discussion guide respondents) and managing growth and its impact (57% public survey; 79% or 35 of 44 discussion guide respondents). Only environmental issues were believed to be managed by the region as a whole by a majority of respondents to the public survey (61%), while 42% or 19 of the 44 of discussion guide respondents thought this was the case.

When people were asked if each of these areas of responsibility *should* be managed by municipalities or the region as a whole, the majority concluded that regional management would be best.

Should each of the following areas of responsibility be managed by individual municipalities or by the region as a whole?

Telephone Survey (n=1200)

Area of Responsibility	Individual Municipalities	Region
Economic development	38%	60%
Social responsibilities	41%	57%
Managing growth and its impact	36%	62%
Environmental issues	18%	80%

Community Discussion Guides (n=44)

Area of Responsibility	Individual Municipalities	Region
Economic development	40%	60%
Social responsibilities	69%	29%
Managing growth and its impact	41%	56%
Environmental issues	23%	77%

In general, the majority of respondents to the public survey and community discussion guides supported greater regional cooperation in managing these specific areas of responsibility. The only exception was social responsibilities, where a majority of public survey respondents believed the region as a whole should be responsible, while 33% or 15 of 44 discussion guide respondents supported the idea.

3. Service Delivery

Support for Regional Service Delivery

The majority of respondents to the public survey (80%) and community discussion guide (72% or 31 of 44) supported the idea of regional service delivery. Stronger support was indicated by respondents to the community discussion guide, with 54% or 24 of 44 discussion guide respondents saying they strongly support the idea compared to 29% of public survey respondents who strongly support the idea. However, strong opposition was also higher among discussion guide respondents, with 18% or approximately 8 of 44 saying they strongly oppose the idea compared to 5% of public survey respondents.

Services Which Should be Delivered by Municipalities

Respondents to the public survey and community discussion guides identified a number of services that should continue to be provided by each individual municipality. The most frequently mentioned services were:

- Emergency services
- Infrastructure/road maintenance
- Social services
- Utilities/public works
- Bylaw enforcement

Services Which Should be Delivered Regionally

When asked to identify services that could be delivered on a cooperative or regional basis, the following services were identified by *all three groups* (i.e. public survey, community discussions, community discussion guides):

- Infrastructure/road maintenance
- Transportation
- Utilities/public works
- Environment
- Social services
- Emergency services
- Economic development
- Waste management

Other services which should be delivered regionally identified by respondents included:

- Public transit and inter-region transportation services
- Recreation and cultural services
- Regional planning
- Health care and medical services

Respondents to the public survey and community discussion guides were also asked to indicate their support for, or opposition to, regional delivery of five specific services. In general, respondents supported regional delivery of the following services:

Do you support or oppose the delivery of each of these services regionally?

Telephone Survey (n=1200)

Area of Responsibility	Support	Oppose
Sewage	77%	21%
Solid waste treatment	80%	18%
Water treatment and transmission	83%	16%
Dangerous goods response	82%	16%
Transportation planning	82%	16%

Community Discussion Guides (n=44)

Area of Responsibility	Support	Oppose
Sewage	77%	21%
Solid waste treatment	85%	13%
Water treatment and transmission	85%	13%
Dangerous goods response	92%	5%
Transportation planning	95%	3%

Factors in Service Delivery

Respondents to the public survey and community discussion guides were asked to rate the importance of a variety of factors for determining the best delivery of services in the region. These factors were identified by elected and administrative leaders as key factors for guiding future decisions about service delivery. Not surprisingly, all of the factors were deemed important by respondents with *"ensuring best value for dollar"* at the top of the list for both groups.

How important are the following factors in determining the best means of delivering services in the region?

FACTOR	Somewhat - Very Important	
	Survey (n=1200)	D. Guide (n=44)
Citizens will receive the best value for their dollars (tax or user fees)	97%	100%
Citizens will know who to contact with any questions or concerns about service delivery	97%	90%
Citizens will benefit from service and facility enhancements in the long run	95%	95%
Service delivery will be flexible, and local service levels will be determined by each community in the short and long term	92%	92%
Community volunteerism will continue to be supported and encouraged	95%	92%
Re-structuring will result in cost-effectiveness	92%	84%
Re-structuring will not result in another formal level of government	86%	97%
Each individual community's identity will be maintained	85%	87%

Participants in the community discussion groups were not given the list of factors provided in the public survey. Rather, they were presented with an open-ended question asking them to identify what factors they thought should be used in deciding whether a service is best delivered at the municipal level or on a regional basis. Their answers identified a broader range of factors with greatest consistency in a dual emphasis on ensuring *"cost-effectiveness/value for tax dollar"* and on *"local autonomy/maintaining quality of life"*. The following sample comments (recorded by groups during the community discussion groups) indicate this:

Cost/Value

"Best value for dollars should be the deciding factor."

"No reduction in service levels, no increases in cost and no negative changes to response time."

"If services currently provided by municipalities are cost-effective and well-done, they should stay with municipalities. If not, they should be done regionally."

"User fees should not be imposed or increased."

"Governments have to be more streamlined." (Do not create another level of government).

"Implementation must be easy and cost-effective."

Local Autonomy/Quality of Life

"People and community factors such as local knowledge, local values, independence and community identity."

" Don't do this only to save dollars. Communities want to keep their individual identity. Cultural services contribute to identity."

"Small communities need to keep their individual identity."

"Local municipalities need to be able to vote on whether they want to share specific services."

Type of Service

People also noted that the type of service should be a deciding factor in whether is delivered at the municipal or regional level:

"Basic services such as sewer and water should be delivered on a municipal level."

"Some things should not be delivered at the municipal level – health care, water, environment, air."

"Decentralized delivery is best for some services."

"If it's a specialized service, it should be done regionally."

4. Managing Regional Issues

Factors for Achieving a Regional Approach

Respondents to both the public survey and community discussion guides were asked to indicate whether or not they agreed that a number for specific factors were important to achieving a regional approach. As in the case of the service factors, these factors were identified by elected and administrative leaders during the review process. Respondents generally supported the factors.

Do you agree or disagree that each of the following factors is important to achieving an integrated, cooperative and regional approach?

FACTOR	Somewhat – Strongly Agree	
	Survey (n=1200)	D. Guide (n=44)
Clear roles and responsibilities of all municipal partners	96%	95%
Public opportunities to provide input into regional decisions	97%	97%
Agreement by municipalities to share relevant information	97%	98%
Having a mediation and dispute mechanism in place	93%	84%

Approaches to Regional Governance

Three proposed approaches to regional cooperation and decision-making were presented to all three respondent groups (public survey, community discussion groups, and community discussion guides):

- *Voluntary alliance among municipalities:* Municipalities join voluntarily and participate in agreements when they find them beneficial.

- *Restructuring the current region into four to six sub-regions:* Reduces the number of municipalities, re-draws the boundaries; Each municipality would have a viable tax base and include a substantial geographic area; Alliance or partnership among the sub-regions is still needed.

- *Compulsory partnership agency of regional municipalities:* All municipalities must belong to this mandatory partnership; Decision processes, cost-sharing and member responsibilities are specified at the outset; Municipalities must take part in the decisions that are made.

Respondents to the public survey and community discussion guides were asked to rate the perceived effectiveness of each of these approaches. In both cases, the voluntary alliance was believed to be *somewhat to very effective*. However, these two groups differed in their perceptions of what is not very or not at all effective as indicated in the following table.

How effective do you think each of the following approaches would be in achieving a cooperative regional approach?

APPROACHES TO REGIONAL GOVERNANCE	Somewhat – Very Effective		Not very – Not at all Effective	
	Survey (n=1200)	D. Guide (n=44)	Survey (n=1200)	D. Guide (n=44)
Voluntary alliance	75%	59%	23%	26%
Restructuring into 4-6 sub-regions	40%	34%	55%	61%
Compulsory partnership agency	69%	28%	28%	53%

Respondents to the public survey from within the City of Edmonton boundaries[6] were *more* likely than residents in suburban or rural regions to believe that a compulsory partnership would be an effective approach (73% compared to 58% and 63% respectively). Respondents to the public survey from suburban and rural regions were more likely than respondents from the City of Edmonton to believe that re-structuring into four to six sub-regions would **not** be an effective approach (68% and 68% compared to 49% respectively). There were no significant differences between respondents to the survey from within the city, the rural or suburban ring in their evaluation of a voluntary alliance between municipalities.

Advantages and Disadvantages of Proposed Approaches to Governance

Participants in the community discussion groups were also asked to identify advantages or disadvantages of each of the proposed approaches. The following responses typify the most consistent advantages and disadvantages identified for each approach:

• **Voluntary Alliance of Municipalities**

Advantages

"There is only one truly cooperative option: a voluntary alliance."

"A voluntary situation is more likely to result in a healthier relationship."

"Independence and identity of each municipality is retained."

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[6] See attached Regional Comparisons of Statistical Significance.

"This is democratic. No one is being forced."

"This is the only way to go. Being heavy-handed is not conducive to good cooperation."

Disadvantages

"The voluntary aspect makes it unworkable. It's too fragile."

"Municipalities may opt out, reducing the alliance's strength."

"Representation and fairness through voting will be difficult to achieve."

"There will be pressure to participate and isolation for those who don't."

"More need for communication and (therefore) greater cost."

"This is what we already have. Edmonton is too powerful. The smaller communities don't stand a chance."

"This reflects the status quo and it's not going anywhere."

- **Four to six sub-regions**

Advantages

"Could save money through reduced administration and fewer elected officials."

"Could centralize services and improve access to grants."

"Eliminates duplication of resources."

"Decision-making will be easier."

"Allows the pooling of resources of several municipalities to enable larger projects."

Disadvantages

"Setting new boundaries would be very divisive."

"There is no guarantee the sub-regions would cooperate."

"Communities will lose autonomy and individual identity."

"There's no proof it won't lead to higher taxes and costs."

"Quality of life would be reduced in our area."

"Representation would be reduced for smaller municipalities."

"Doesn't fully optimize the potential for cooperation."

- **Compulsory Partnership**

Advantages

> *"There is more teeth to this option. All municipalities would have to buy into the plan."*

> *"Promotes stability and consistency of cooperation. A partnership encourages shared decision-making."*

> *"Guarantees a commitment of economic resources."*

> *"Preserves present local governments and doesn't fragment."*

> *"Enables the region to communicate with the provincial government with a stronger, united voice."*

> *"Participants would be equal partners."*

Disadvantages

> *"Cooperation is compromised by being mandatory."*

> *"It could create an extra layer of government."*

> *"Would mean a loss of control for communities."*

> *"Will require more administration and extra cost to taxpayers."*

> *"How do you define the rules of partnership and ensure fair representation?"*

> *"Small communities might suffer with regard to voting power."*

- **Other Approaches**

Other participants and respondents suggested other approaches to regional governance, or additions or cautions to the proposed approaches:

> *"Adopt four to six sub-regions but maintain borders. Do not change borders unless all parties agree."*

> *"Break Edmonton up into a number of towns."*

> *"An imposed solution from the top (province) should be an option."*

"Special service districts could be considered. This idea was well supported in Vancouver."

"A voluntary alliance with consequences should municipalities opt out."

"It is most important that an effective vehicle for consultation and discussion of regional issues be established. The question of voluntary as opposed to mandatory membership is really not important. What is important is that the agency is given power to carry through its mandate."

"For the next five years leave as-is, but monitor growth and services from each municipality under a compulsory partnership agency, then review with municipalities."

"Place a moratorium on all annexations unless mutually agreed to. Legislate mandatory inter-municipal development plans so municipalities will know how development will occur and what kind it will be."

- **Other Issues**

  Participants used the community discussion groups and the discussion guides as an opportunity to raise other issues related to regional governance:

  "Big is not always better."

  "The region should have reinstituted a statutory regional planning commission which would create, manage and enforce a regional plan."

  "Recommend to the provincial government that it provide generous support to any initiative put forward by a cooperative group of municipalities."

  "Look at new regional approaches in an evolutionary way – in realistic, acceptable phases."

"If it ain't broke..."

A number of participants in the community discussion groups and respondents to the community discussion guides, particularly those in the suburban ring, questioned the need for a regional approach to managing issues and suggested that things simply stay as they are:

"If it ain't broke, why fix it? I think a couple of small areas could be tweaked but majority of it handled by municipalities."

"This process is searching for a problem. There is nothing which has indicated there would be any benefit whatsoever to regionalization! The only municipality which stands to benefit is Edmonton, who wants a bigger slice of the tax dollar pie. Municipal (local) governments reflect the needs of the local community and respond to local needs. Why fix what isn't broken?"

"Leave things as they are and encourage regional cooperation. The area laid out is far too large for one administrative organization at the municipal level."

"I don't find anything wrong with the way my municipality is being run and would like to have things stay the same."

• "Hidden Agenda"

Finally, there was some concern among respondents from suburban and rural areas that the review had a "hidden agenda":

"What is the motive of the Alberta Capital Region Governance Review?"

"There is a feeling that there is a hidden agenda in place. This dog and pony show is to elicit a favorable response to be culled. This is all political and for the wrong reasons."

"(This is a) Trojan Horse. Annexation will spring from its belly."

Conclusion

Reviewing both the *quantitative* (public survey and discussion guides) and the *qualitative* (community discussion sessions) input of the community input process, there was general public support for the directions being considered by the Alberta Capital Region Governance Review which were presented to the public for discussion and response. In addition:

- A strong majority of people across the region support regional delivery of certain services but they agree it is important to ensure: citizens receive the best value for tax dollars or user fees; that people know who to contact for service delivery issues; and that there be long-term benefits to the region as a whole of providing certain services on a regional basis.

- Overall, the majority of people supported regional delivery of services in the areas identified by the ACRGR, specifically: water treatment and transmission; transportation planning, dangerous goods response; solid waste treatment and sewage.

- There was majority support across the region for either a voluntary (75%) or compulsory regional partnership agency (69%), but less support for not for the four to six region model (40%).

  - ✓ There was no significant difference between residents in the City of Edmonton or residents in suburban or rural regions in the belief that a voluntary alliance among municipalities would be an effective approach.

  - ✓ Residents of the City of Edmonton (73%) were more likely than residents in suburban (58%) or rural (63%) regions to believe that a compulsory partnership would be an effective approach.

  - ✓ Residents in suburban (68%) and rural (68%) regions were more likely than residents of Edmonton (49%) to believe that restructuring the current region into 4 to 6 sub groups would <u>not</u> be an effective approach.

  The qualitative input from the community discussions groups showed that some people responded negatively to the term "compulsory" when describing a partnership with mandatory membership, suggesting instead that it be called a "formal partnership agency" or that other, better, language be found to indicate mandatory membership. Support for the compulsory model increased somewhat in the community sessions once this issue with language was discussed, and the concept was explained.

- There was strong majority support for the factors which ACRGR identified as being important to achieving a successful regional approach, specifically: ensuring an agreement by municipalities to share relevant information; providing public input into regional decisions; clearly outlining the responsibilities of regional partners; having a mediation and dispute mechanism in place.

Citizens' responses to the review process itself ran the spectrum from strong questions about its purpose and value to positive comments about how it has improved regional cooperation and provided an opportunity to define governance at a local level:

"Quit spending money on frivolous reviews.

"This regional review has brought people to the table and good things have happened as a result. How can we keep this going? Can we bottle it?"

Alberta Capital Region Governance Review

Public Opinion Survey
Summary Of Results

Municipal Issues Agenda
- Top 10 Mentions -

Thinking of the issues currently facing your municipality, which issues do you feel should receive the greatest attention from your municipal leaders?

Issue	Percentage
Healthcare/ health services	39%
Education	27%
Distribution of taxes	17%
Infrastructure/ road maintenance	10%
Transportation	8%
Tax reduction/ taxes are too high	8%
Poverty/homelessness	7%
Council's salaries/ raises	6%
Crime	5%
Law enforcement/ improve police services	4%

n=1200, multiple mentions allowed
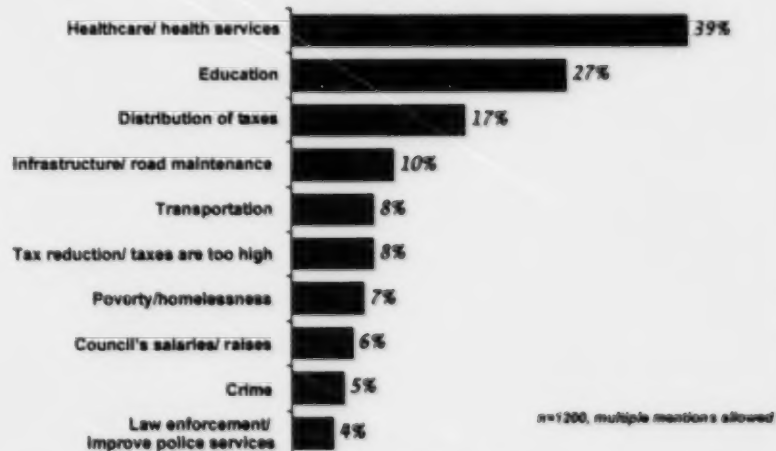
Perceived Inter-Municipal Co-operation

Thinking of the level of co-operation between your own municipality and its municipal neighbours, would you say there is:

A great deal of co-operation — 11%

Some co-operation — 61%

} 72%

Not very much co-operation — 10%

Very little or no co-operation at all — 10%

} 20%

DK/NS — 8%

n=1200
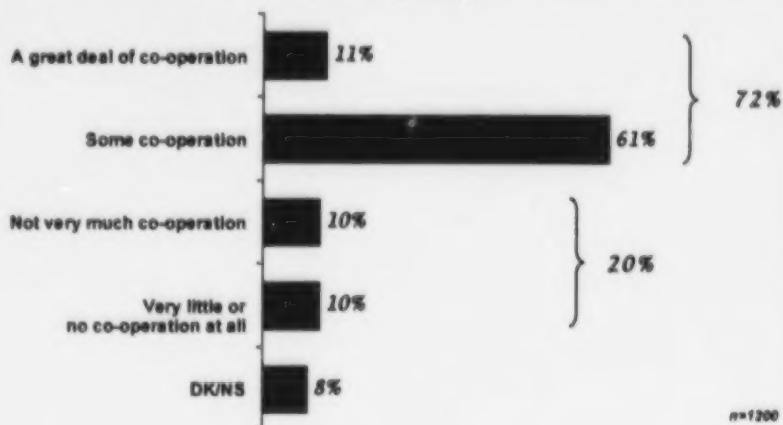
Awareness of Review

Over the past year, have you seen, read or heard anything about a review of how local governments co-operate or about changing the boundaries within the Alberta Capital Region?

n=1200

Knowledge of Review
- Among those aware of review -

And what do you recall seeing, reading or hearing?

Category	Value
Changing boundaries/annexation/maps	82%
About local government co-operation	6%
Delivering services regionally	4%
It is a tax grab/ want outlying areas to pay taxes	2%
Healthcare/ health boundaries/ sharing healthcare/ privatization	2%
Opposition to changing boundaries/annexation	2%
Mentions of the Alberta Capital Regional Governance Review	2%
Other	9%
DK/NS	4%

n=802
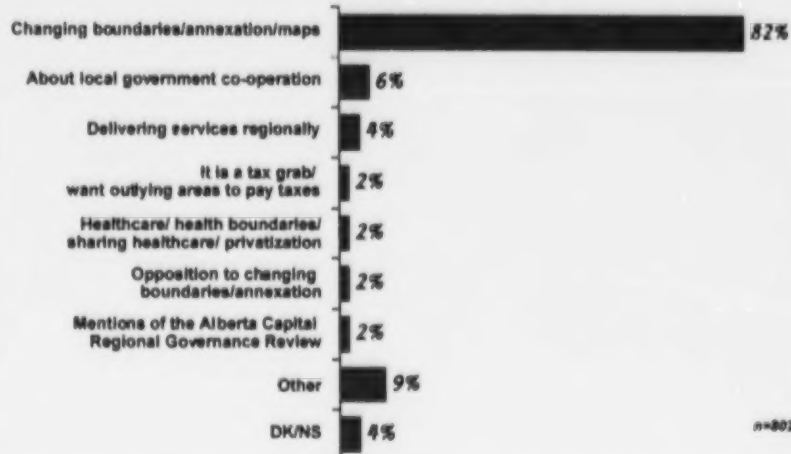
Source of Awareness
- Among those aware of review -

Where or from what source do you recall seeing, reading or hearing about how local governments co-operate or about changing the boundaries within the Alberta Capital Region?

Category	Value
Newspaper articles	68%
Television (news)	59%
Radio	30%
Word-of-mouth (family, friends, co-workers)	6%
Newspaper advertising	4%
Municipal government	2%
Government (unspecified)	1%
Other	2%
DK/NS	2%

n=802
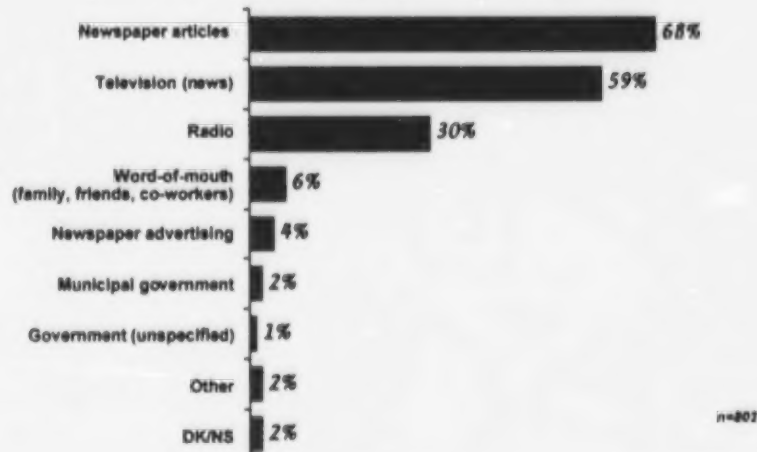
Issues Identified as Regional in Scope
- Top 10 Mentions -

Considering the issues facing the Alberta Capital Region, what issues do you think are broader in scope for more than one municipality to manage - that is, what issues do you think should be shared by several or all municipalities in the region?

Issue	%
Healthcare/ health services	36%
Education	20%
Infrastructure/ road maintenance	19%
Transportation	12%
Distribution of taxes	9%
Law enforcement/ improve police services	8%
Emergency services	8%
Utilities/ public works	5%
Garbage collection/ garbage/waste disposal	3%
Environment	2%

n=1200, multiple mentions allowed
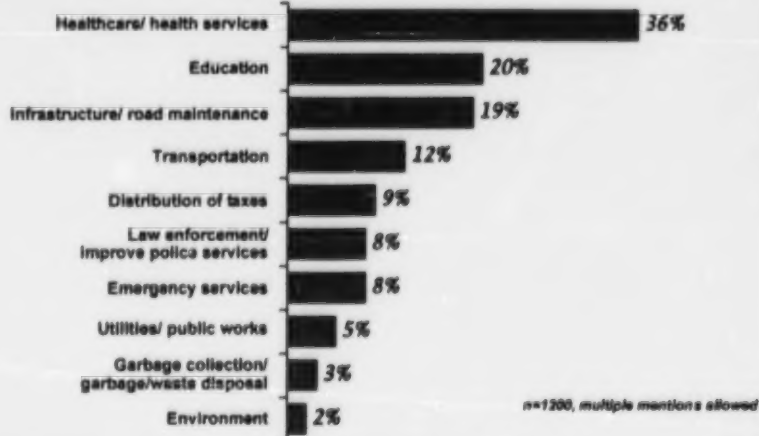
Perceived Responsibility for Issues Management

As far as you know, are each of the following areas of responsibility currently planned and managed by each individual municipality in the Capital Region, or by the region as a whole?

Municipality		Region
58%	Economic Development	36%
58%	Social Responsibilities	37%
57%	Managing Growth and its Impact	38%
34%	Environmental Issues	61%

n=1200

Desired Responsibility for Issues Management

In your opinion, should each of the following areas of responsibility be managed by individual municipalities or by the region as a whole?

Municipality — Region

	Municipality	Region
Economic Development	38%	60%
Social Responsibilities	41%	57%
Managing Growth and Its Impact	36%	62%
Environmental Issues	18%	80%

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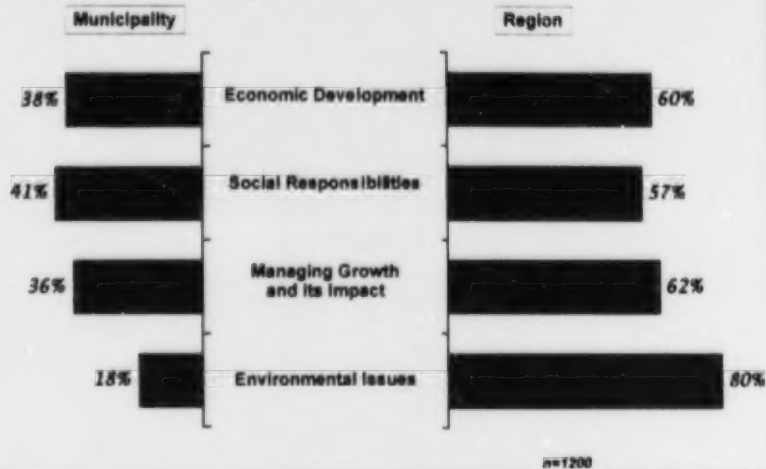
Perceived vs. Desired Responsibility for Issues Management

Municipality — Region

	Municipality Perceived	Municipality Desired	Region Perceived	Region Desired
Economic Development	58%	38%	36%	60%
Social Responsibilities	58%	41%	37%	57%
Managing Growth and Its Impact	57%	36%	38%	62%
Environmental Issues	34%	18%	61%	80%

■ Perceived
■ Desired

n=1200
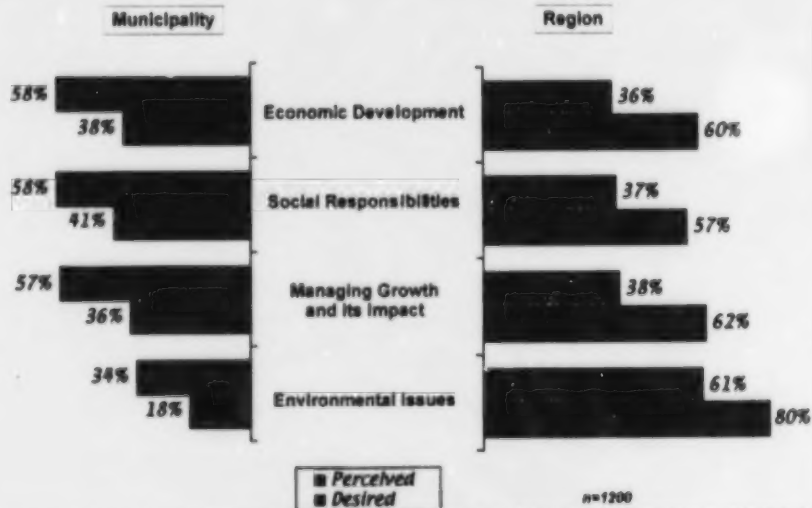
Reaction to Regional Service Delivery

Generally speaking, would you support or oppose municipalities in the region delivering services on a regional basis?

Response	Percentage
Strongly support	29%
Somewhat support	50%
Somewhat oppose	12%
Strongly oppose	5%
DK/NS	3%

80%* Support

17% Oppose

* Rounded figure
n=1200
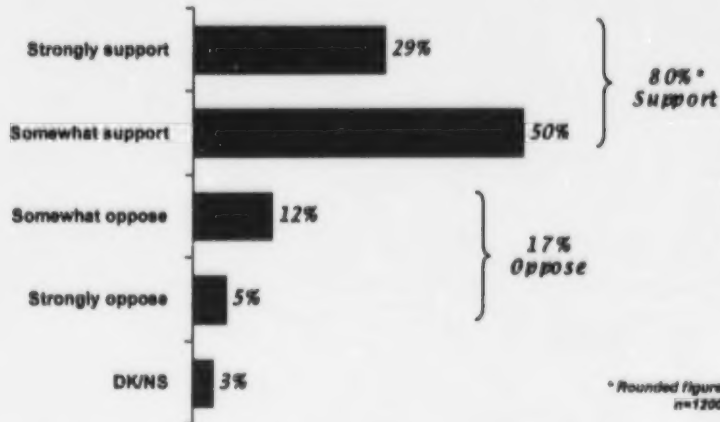
Services Identified for Regional Delivery
- Top 10 Mentions -

What services, if any, do you think should be delivered by the region as a whole?

Service	Percentage
Healthcare/ health services	28%
Infrastructure/ road maintenance	16%
Education	15%
Transportation	15%
Utilities/ public works	14%
Environment	14%
Social services	11%
Emergency services	7%
Economic growth/ development	7%
Garbage collection/ garbage/ waste disposal	6%

n=1200, multiple mentions allowed
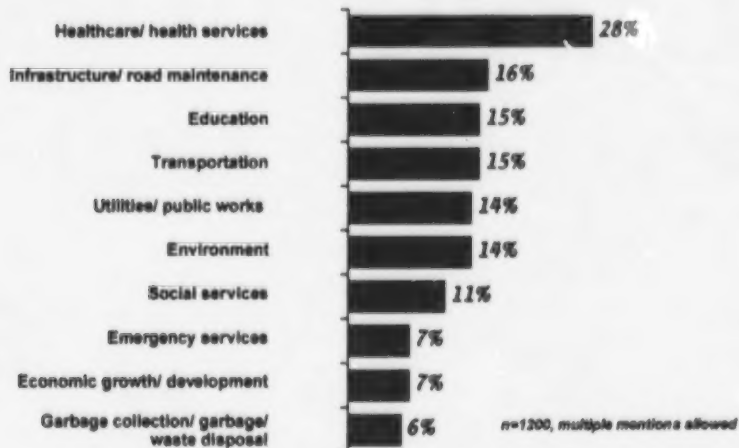
Services Identified for Regional Delivery
- Top 10 Mentions -

And what services, if any, do you think should be provided directly by each individual municipality within the Capital Region?

Service	Percent
Infrastructure/ road maintenance	14%
Social services	11%
Education	11%
Healthcare/ health services	9%
Utilities/ public works	9%
Garbage collection/ garbage/ waste disposal	8%
Transportation	8%
Law enforcement/improve police services	7%
Economic growth/ development	6%
Recreational services	4%

n=1200, multiple mentions allowed
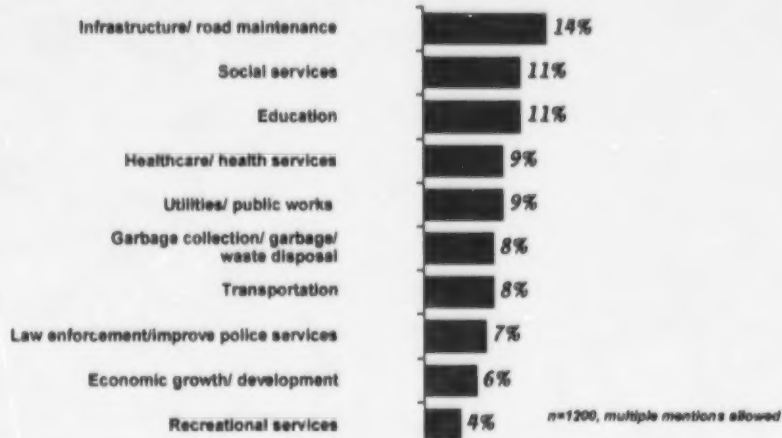
Reaction to Delivering Specific Services Regionally

Please tell me whether you support or oppose delivering each of the following municipal services on a regional basis?

% Oppose	Service	% Support
16%	Water Treatment and Transmission	83%
16%	Transportation Planning	82%
16%	Dangerous Goods Response	82%
18%	Solid Waste Treatment	80%
21%	Sewage	77%

Strongly Somewhat

n=1200
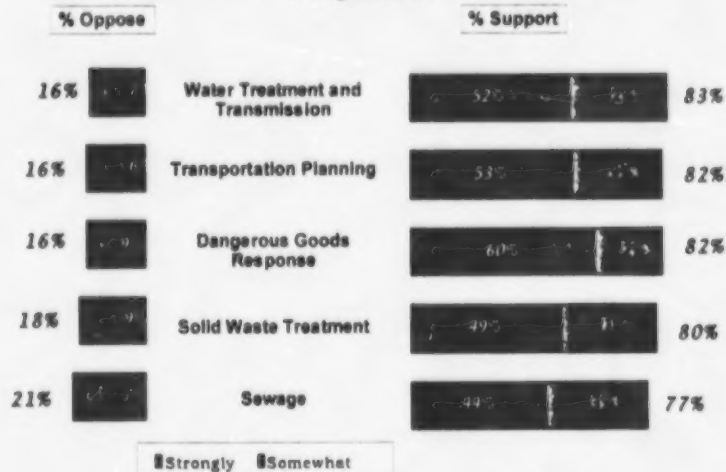
Importance of Factors in Determining Service Delivery Approach

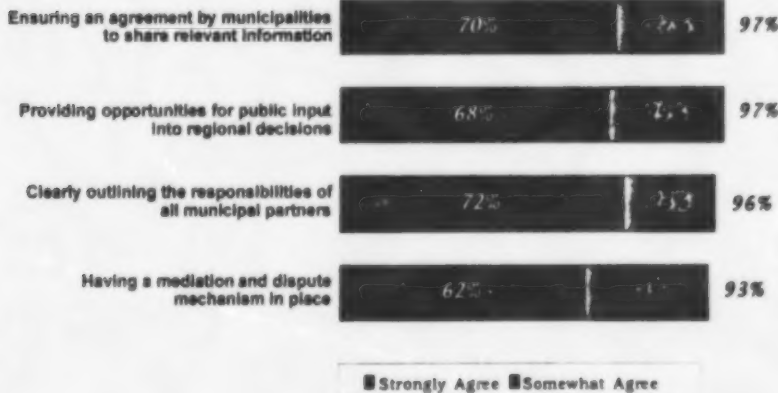*How important are the following factors in determining the best delivery of services in the region?*

Factor		
Citizens will receive the best value for their tax or user-fee dollars	86%	97%
Citizens will know who to contact with any inquiries about service delivery	80%	97%
Long-term benefits to the region as a whole will be a priority	70%	96%
Community volunteerism will continue to be supported and encouraged	70%	95%
Citizens will benefit from service and facility enhancements	61%	95%
Restructuring will result in cost-effectiveness	63%	92%
Service delivery will be flexible, and local service level will be determined by each community in the short and long term	49%	92%
Each individual community's identity will be maintained	59%	87%
Restructuring will not result in another formal level of government	58%	86%

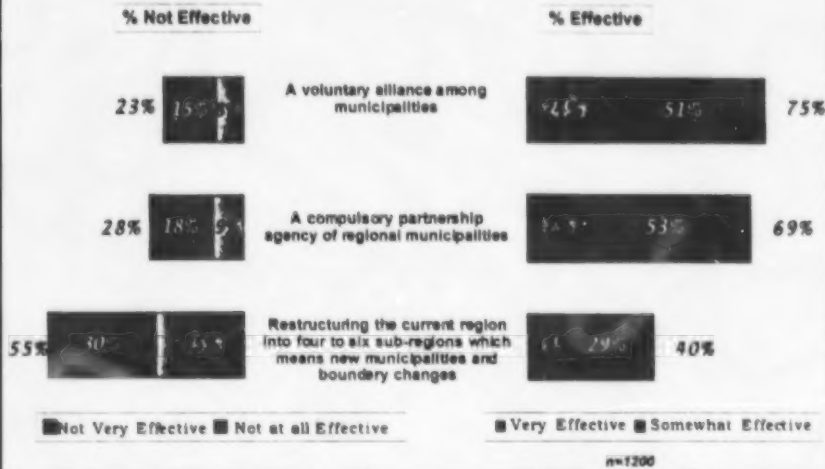■ Very Important ■ Somewhat Important

n=1200

Importance of Factors in Achieving a Regional Approach

The Capital Region Review process has looked at a number of ways of addressing issues and decisions from a regional perspective. Do you agree or disagree that each of the following factors are important to achieving a regional approach?

Factor		
Ensuring an agreement by municipalities to share relevant information	70%	97%
Providing opportunities for public input into regional decisions	68%	97%
Clearly outlining the responsibilities of all municipal partners	72%	96%
Having a mediation and dispute mechanism in place	62%	93%

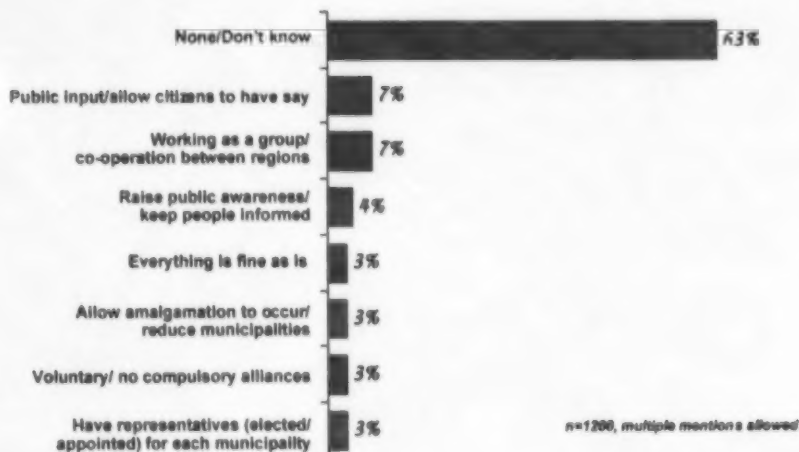■ Strongly Agree ■ Somewhat Agree

n=1200

Effectiveness of Approaches

How effective do you think each of the following approaches would be in achieving a regional approach to addressing issues and decisions facing the region?

% Not Effective   % Effective

23%	A voluntary alliance among municipalities	75%
28%	A compulsory partnership agency of regional municipalities	69%
55%	Restructuring the current region into four to six sub-regions which means new municipalities and boundary changes	40%

Not Very Effective ■ Not at all Effective   ■ Very Effective ■ Somewhat Effective

n=1200

Alternative Approaches for Consideration
- Top Mentions -

What other approaches, if any, do you think should be considered for the region?

|	
None/Don't know	63%
Public input/allow citizens to have say	7%
Working as a group/ co-operation between regions	7%
Raise public awareness/ keep people informed	4%
Everything is fine as is	3%
Allow amalgamation to occur/ reduce municipalities	3%
Voluntary/ no compulsory alliances	3%
Have representatives (elected/ appointed) for each municipality	3%

n=1200, multiple mentions allowed

Alberta Capital Region Governance Review

Regional Comparisons of Statistical Significance

Perceptions of Regional Cooperation

- Residents of the City of Edmonton (68%) are <u>less likely</u> than residents of suburban (83%) or rural (80%) regions **to believe there is cooperation between their municipality and its municipal neighbours.**
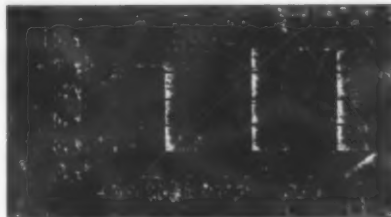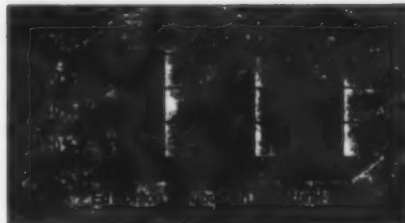
Awareness of Review

- 63% aware of the review
- Of these, awareness was highest among residents of the suburban region (82%) vs. rural (72%) vs. City of Edmonton (62%)

Managing Growth

- Residents of the City of Edmonton (66%) were more likely than residents of suburban (52%) or rural (49%) regions to **believe that growth and its impact should be managed by the region as a whole**

Managing Economic Development

- Residents of the City of Edmonton (65%) were more likely than residents of suburban (45%) or rural (49%) regions to believe that economic development should be managed by the region as a whole

Regional Delivery of Services

- General support for regional delivery of services by municipalities was higher among residents of the City of Edmonton (82%) than among residents in suburban (73%) or rural (76%) regions

Sewage Services

- Support for delivering sewage services on a regional basis **was higher among residents of the City of Edmonton (80%) than among residents in suburban (73%) or rural (63%) regions**

Solid Waste Treatment

- Support for delivering solid waste treatment services on a regional basis **was higher among residents of the City of Edmonton (82%) than among residents in suburban (77%) or rural (74%) regions**
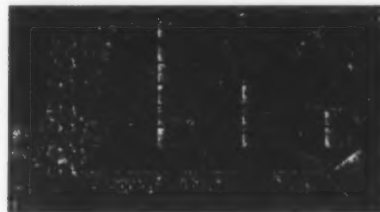
Community Identity

- That each individual community's identity will be maintained in determining service delivery was generally important to all residents but was highest in suburban regions (95%) vs. rural (89%) vs. City of Edmonton (85%)


Voluntary Alliance

- There was no significant difference in the belief that a voluntary alliance among municipalities would be an effective approach (75%) between residents in the City of Edmonton, Suburban or Rural Regions

Compulsory Partnership Agency

- Residents in the City of Edmonton (73%) were more likely than residents in suburban (58%) or rural (63%) regions to believe that a compulsory partnership agency would be an effective approach
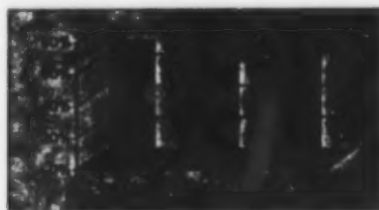
Restructuring into Sub-Regions

- Residents in suburban (68%) and rural (68%) regions were more likely than residents in the City of Edmonton (49%) to **believe that restructuring the current region into 4 to 6 sub-regions would not be an effective approach**
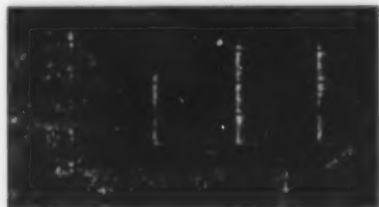
Summary of Regional Differences

- Suburban and rural residents have higher awareness of the review and perceive higher levels of inter-municipal cooperation than do residents of the City of Edmonton.
- Residents in the City of Edmonton are more likely to support management of issues and service delivery on a regional basis, and to believe compulsory partnership agency is an effective approach to managing regional issues and decisions.
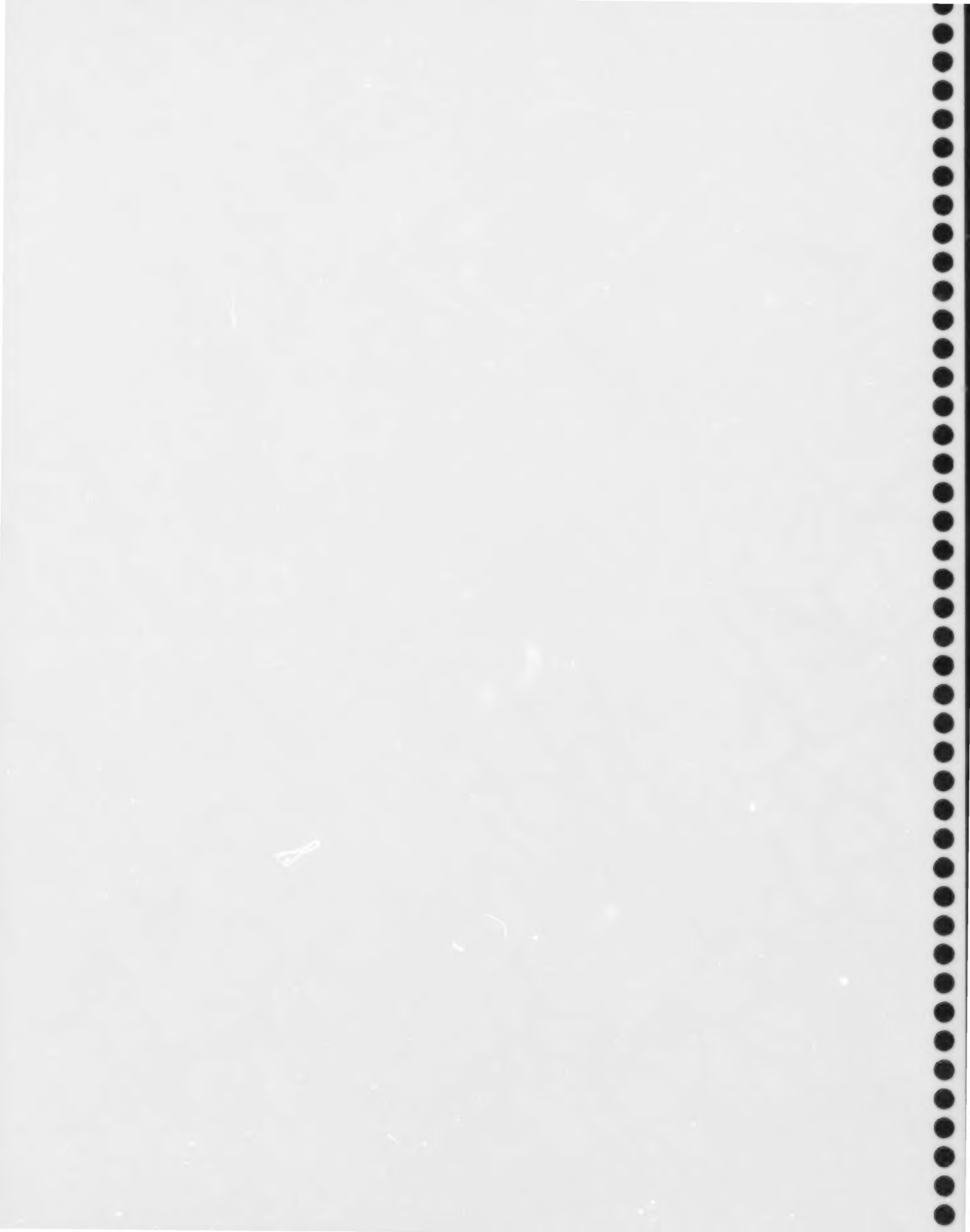
Hello, my name is [. . .] and I'm calling from the Angus Reid Group, the national public opinion and market research company. We are conducting a survey today on some issues facing Albertans. We are not selling anything; we are only interested in your opinions. The survey will take about 10 minutes to complete. Would now be a good time to conduct this survey?

[SCHEDULE CALLBACK IF NECESSARY]

SCREENING CRITERIA

A.   Are you 18 years of age or older?

Yes

No [ASK FOR SOMEONE WHO IS AND RE-INTRODUCE SURVEY]

B.   Have I reached you at your home phone number?

Yes

No [ASK FOR SOMEONE WHO RESIDES AT THAT NUMBER, RE-INTRODUCE SURVEY]

C.   Do you or does anyone in your household work for:

The media

Public opinion or market research firms

Advertising firms or agencies

As an elected official for municipal, provincial or federal governments

[IF "YES" TO ANY OF THE ABOVE, DISCONTINUE]

D.   And what city, town, county or village do you currently live in? [WATCH QUOTAS. PROBE FOR CLARIFICATION]

Beaumont	Morinville
Bon Accord	New Sarepta
Bruderheim	Parkland County
Calmar	Redwater
Devon	Spruce Grove
Edmonton	St. Albert
Fort Saskatchewan	Stony Plain
Gibbons	Strathcona County
Leduc	Sturgeon County
Leduc County	Thorsby
Legal	Warburg

[IF NONE OF THE ABOVE, DISCONTINUE]

1. Thinking of the issues currently facing your municipality, which issues do you feel should receive the greatest attention from your municipal leaders? [ACCEPT UP TO 3 RESPONSES]

2. Thinking of the level of co-operation between your own municipality and its municipal neighbours, would you say there is [READ LIST. ACCEPT ONE RESPONSE ONLY]

A great deal of co-operation
Some co-operation
Not very much co-operation
Very little or no co-operation at all
Don't know   [DO NOT READ]

The Alberta Capital Region is made up of 22 municipalities, including your own. It comprises 5 cities, 3 rural counties, 10 towns, 3 villages and 1specialized municipality. It's current population is about 863,000 and in 1999, the Capital Region was the fifth largest region in Canada by population.

3. Over the past year, have you seen, read or heard anything about a review of how local governments co-operate or about changing the boundaries within the Alberta Capital Region?

Yes
No   GO TO Q8
Don't know   [DO NOT READ]

4. [IF "YES" TO Q.3, ASK]: And what do you recall seeing, reading or hearing? [DO NOT READ. ACCEPT ALL THAT APPLY]

Mentions of the Alberta Capital Regional Governance Review
About local government co-operation
Changing boundaries/annexation/maps
Delivering services regionally
Other [SPECIFY] _____

5.   [IF "YES" TO Q.3, ASK]: Where or from what source do you recall seeing, reading or hearing about how local governments co-operate or about changing the boundaries within the Alberta Capital Region? [DO NOT READ. ACCEPT ALL THAT APPLY]

Word-of-mouth (family, friends, co-workers)
Municipal government
Provincial government
Government (unspecified)
Television (news)
Newspaper articles
Newspaper advertising
Radio
Flyers/brochures/pamphlets
Other [SPECIFY] _____

6.   [IF "YES" TO Q.3, ASK]: Within the past year, have you or has anyone in your household been involved in the review of how local governments co-operate or about changing the boundaries within the Alberta Capital Region?

Yes
No   GO TO Q8
Don't know   [DO NOT READ]

7.   [ASK IF "YES" TO Q.6]: And how were you or your household member involved with this review? [PROBE FOR SPECIFIC ACTIONS. ACCEPT UP TO 3 RESPONSES]

8.   Considering the issues facing the Alberta Capital Region, what issues do you think are broader in scope for more than *one* municipality to manage – that is, what issues do you think should be shared by several or all municipalities in the region? [ACCEPT UP TO 3 RESPONSES]

9.   As far as you know, are each of the following areas of responsibility **currently** planned and managed by *each* individual municipality in the Capital Region, or by the region *as a whole*? [READ AND RANDOMIZE LIST]

By each individual municipality
By the region as a whole
Don't know   [DO NOT READ]

Managing growth and its impact
Environmental issues [IF ASKED, air and water quality, preserving agricultural land]
Economic development
Social responsibilities [IF ASKED, providing low income housing, co-ordinating services for children]

ACRGR

10. In your opinion, **should** each of the following areas of responsibility be managed by individual municipalities or by the region as a whole? [READ AND RANDOMIZE LIST]

By each individual municipality
By the region as a whole
Don't know   [DO NOT READ]

Managing growth and its impact
Environmental issues [IF ASKED, air and water quality, preserving agricultural land]
Economic development
Social responsibilities [IF ASKED, providing low income housing, co-ordinating services for children]

11. Generally speaking, would you *support* or *oppose* municipalities in the region delivering services on a regional basis? [IF ASKED, for example, sewage or water treatment, waste management or transportation planning]. Would that be strongly or somewhat?

Strongly support
Somewhat support
Somewhat oppose
Strongly oppose
Don't know   [DO NOT READ]

12. What services, if any, do you think should be delivered by the regional as a whole? [ACCEPT UP TO 3 RESPONSES]

13. And what services, if any, do you think should be provided directly by each individual municipality within the Capital Region? [ACCEPT UP TO 3 RESPONSES]

14. Please tell me whether you *support* or *oppose* delivering each of the following municipal services on a regional basis? Would that be strongly or somewhat? [READ AND RANDOMIZE LIST]

Strongly support
Somewhat support
Somewhat oppose
Strongly oppose
Don't know   [DO NOT READ]

Sewage
Solid waste treatment
Water treatment and transmission
Dangerous goods response
Transportation planning

15. How important are the following factors in determining the best delivery of services in the region? [READ RESPONSE CATEGORIES AND RANDOMIZE LIST]

Very important
Somewhat important
Not very important
Not at all important
Don't know   [DO NOT READ]

Citizens will receive the best value for their tax or user-fee dollars
Citizens will know who to contact with any inquiries about service delivery
Citizens will benefit from service and facility enhancements
Service delivery will be flexible, and local service levels will be determined by each community in the short and long term
Community volunteerism will continue to be supported and encouraged
Restructuring will result in cost-effectiveness
Restructuring will not result in another formal level of government
Each individual community's identity will be maintained
Long-term benefits to the region as a whole will be a priority

16. The Capital Region Review process has looked at a number of ways of addressing issues and decisions from a regional perspective. Do you *agree* or *disagree* that each of the following factors are important to achieving a regional approach? [READ AND RANDOMIZE] Would that be strongly or somewhat?

Strongly agree
Somewhat agree
Somewhat disagree
Strongly disagree
Don't know [DO NOT READ]

Clearly outlining the responsibilities of all municipal partners
Providing opportunities for public input into regional decisions
Ensuring an agreement by municipalities to share relevant information
Having a mediation and dispute mechanism in place

17. How effective do you think each of the following approaches would be in achieving a regional approach to addressing issues and decisions facing the region? [READ RESPONSE CATEGORIES AND RANDOMIZE LIST]

Very effective
Somewhat effective
Not very effective
Not at all effective
Don't know [DO NOT READ]

A voluntary alliance among municipalities
Restructuring the current region into four to six sub-regions which means new municipalities and boundary changes
A compulsory partnership agency of regional municipalities

18. What other approaches, if any, do you think should be considered for the region? [ACCEPT UP TO 3 RESPONSES]

[READ] I just have a few final questions for our statistical calculations only.

19. How long have you resided in your current municipality?[INTERVIEWER CHOOSE MONTHS, YEARS OR BOTH]

[YEARS] [0-999]

[MONTHS] [0-999]

20. Do you own or rent your current residence?

Own
Rent
Don't know [DO NOT READ]

21. What is the highest level of schooling that you have had the opportunity to obtain? [READ LIST]

Grade school or some high school
Completed high school
Technical school
Some university or college
Completed college diploma
Completed university degree
Post-grad degree (Masters or PhD)
Don't know [DO NOT READ]

22. What is your postal code? [REMIND RESPONDENTS THIS IS JUST FOR STATISTICAL PURPOSES ONLY IF NECESSARY]

[ENTER DIGITS]

23. Which one of the following categories best describes your the total annual household income, before taxes, of all members of your household? [READ LIST]

Less than $25,000
$25,000 to $39,999
$40,000 to 59,999
$60,000 to 79,999
$80,000 to 99,999
$100,000 or more
Refused   [DO NOT READ]
Don't know   [DO NOT READ]
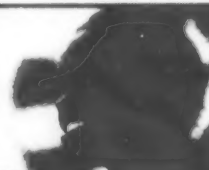
24.   In what year were you born?

[ENTER DIGITS]

THANK YOU VERY MUCH FOR YOUR TIME TODAY.

Alberta Capital Region Governance Review

Community Discussion Guide

Talking about the future of Alberta's Capital Region
FEBRUARY 2000

Sturgeon County

Ft. Sask.

St. Albert

Spruce Grove

Edmonton

Strathcona County

Parkland County

Leduc County

Leduc

Please return in envelope provided by **February 25th, 2000**
or visit our web site: **www.acrgr.org**

Alberta Capital Region Growth Trends

The Alberta Capital Region has grown 300% since 1951 and in 1999 was the fifth largest region in Canada by population. Economic growth is attracting more and more people to the region. By 2020, the region's population could exceed 1.3 million, giving our people a strong voice on the national and international stage.

The region has six of the largest population centres in the province: Edmonton, Sherwood Park, St. Albert, Leduc, Spruce Grove and Fort Saskatchewan. A complete list of the municipalities that make up the Capital Region can be found on page 13.

The region is made up of 862,957 people who live in several communities - communities with individual needs and issues. Of the people that live in Alberta's Capital Region:

- 707,234 live in cities;
- 53,075 live in rural counties;
- 35,675 live in towns;
- 1,633 live in villages; and
- 65,340 live in a specialized municipality.
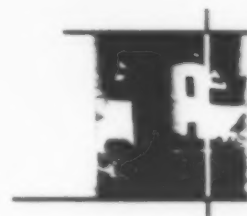
Across Canada we have seen that regional cooperation is an essential tool for managing growth and positioning a region like ours for future opportunities.

Managing the Region for the Future

As we manage growth, there are some issues within our region that are broader in scope than any one municipality. At the same time, the cost of providing and maintaining municipal services within communities is rising.

These local and global trends indicate that we should consider a consistent approach to managing regional issues, making decisions and delivering municipal services - an approach that will position the Alberta Capital Region to compete globally while continuing to provide the high quality of life expected by citizens in our region.

The Province established the Alberta Capital Region Governance Review in 1998 so that our region, like others, can effectively adapt to growth and change over the next 20 years. The review is a unique opportunity for you to help define the future of the Capital Region. This is not a top-down process as it has been in other Canadian regions but instead will result in a made-in-the-region solution. Your feedback on the questions that follow will be used to help shape that solution.

Given the trends and challenges that are driving the need for a regional review, municipal leaders worked together with the Review Chair to develop new ideas about:

- how municipal services might be coordinated and delivered regionally;
- options for managing regional issues and decisions; and
- how the Province and municipal governments can work together in new ways for the benefit of the region.

Mr. Lou Hyndman, Chair of the Alberta Capital Region Governance Review, will present recommendations for change to the Minister of Municipal Affairs, Walter Paszkowski, in March 2000. An extensive public consultation will take place on these recommendations.
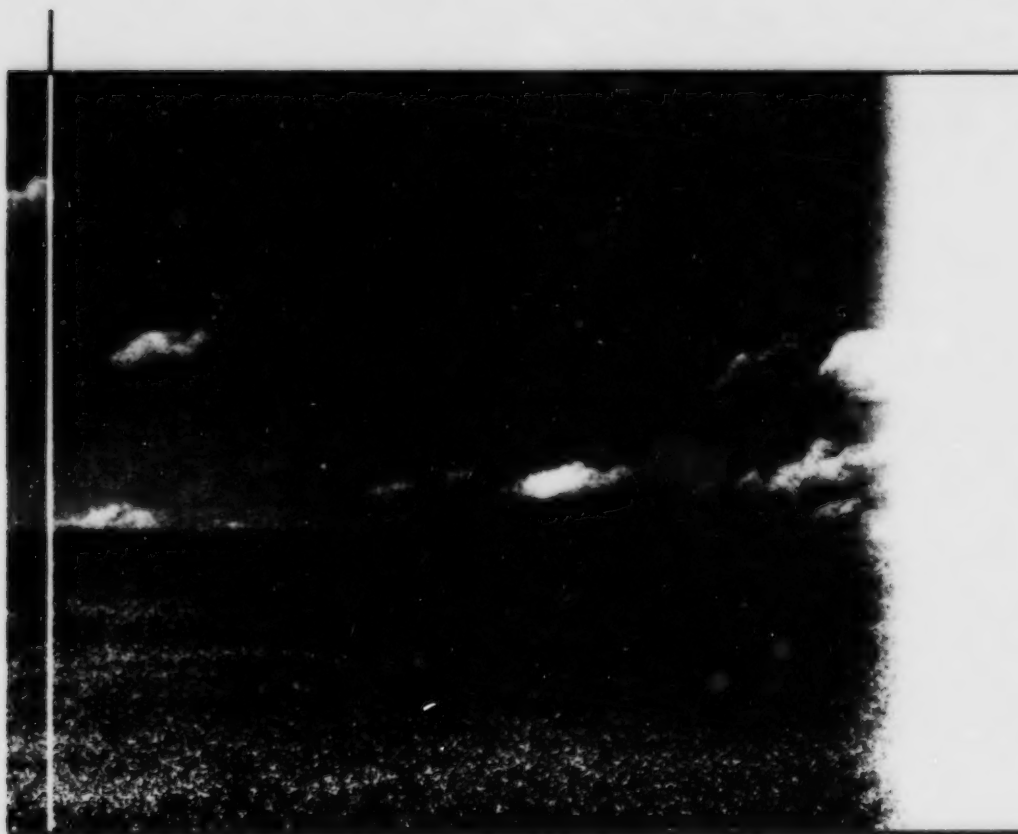
Principles for Regional Leadership

While it is important that we choose an approach to regional cooperation that will work best for our region, leadership will be the real key to success. Good leadership is guided by clear principles that are reflected in the way our leaders work together and the decisions they make.

Your community leaders have identified the following leadership principles as central to effective regional governance:

- **Respect of local needs** - seeking to recognize and understand each other's perspectives.
- **Trust and mutual respect** - sharing information and having an equal opportunity to contribute to solutions.
- **Clear goals** - defining desirable outcomes for each issue.
- **Leadership** - focusing on common issues.
- **Interdependency** - working together for mutual success.
- **Cooperation** - cooperating to achieve mutual benefits.
- **"Grass roots" involvement** - consulting those most affected by a decision before making any changes.

A Vision of Coordination and Partnership

In early 1999, community leaders participating in the Alberta Capital Region Governance Review process created a vision for the future of the region. This vision was one of coordination and partnership among regional municipalities that would achieve:

- a high quality of life for citizens;
- a community of communities where the local needs, expectations and lifestyles of each community are respected;
- a diverse, self-reliant region;
- coordination of decisions and services within the region;
- excellent services to citizens; and
- satisfaction with decisions about the region, as expressed by citizens and elected councils.

The decisions that emerge from the review will affect your community. An extensive public consultation has yet to take place, however, the input you can give us today will help create our region's solution for the future.

Proposals for New Directions (Regional Perspective)

Community decisions are made by elected Municipal Councils who provide you with the opportunity to give suggestions and input on the decisions they make. The Council you elect in your area makes decisions about municipal budgets, bylaws, policies, as well as the type, level and delivery of municipal services.

There are some issues, however, that reach beyond your local area and are shared by several or all municipalities. These issues require a regional management approach.

1. Can you think of any issues facing the Capital Region that are broader in scope and responsibility than one municipality - that might be shared by several or all municipalities in the region?

2. As far as you know, are each of the following areas of responsibility currently planned and managed by each individual municipality, or by the region as a whole?

	REGIONAL	MUNICIPAL	DON'T KNOW
Managing growth and its impact	☐	☐	☐
Environmental issues	☐	☐	☐
Economic development	☐	☐	☐
Social responsibilities	☐	☐	☐

3. In your opinion, should each of the following areas of responsibility be managed by individual municipalities, or by the region as a whole?

	REGIONAL	MUNICIPAL	DON'T KNOW
Managing growth and its impact	☐	☐	☐
Environmental issues (e.g. air and water quality, preserving agricultural land)	☐	☐	☐
Economic development	☐	☐	☐
Social responsibilities (e.g. providing low income housing, coordinating services for children)	☐	☐	☐

4

Service Delivery

Municipal governments provide local services to people and property such as garbage collection, recreation facilities and parks, water and sewage systems, and emergency services. You pay for most of these services through your property taxes or user fees. However, there is more than one way for municipalities in the region to deliver and receive such services.

Municipalities can:

- deliver their own services
  (e.g. The City of Fort Saskatchewan's Public Works Department provides its own waste removal service);

- enter cooperative agreements with nearby municipalities to share services
  (e.g. The City of Leduc and Leduc County share services such as water and sewage systems); or

- contract the private sector to provide services
  (e.g. Bruderheim seeks out the services of ABC Independent Waste Removal).

There is no one "right way" to deliver all municipal services. Some can be provided locally, others can be shared and others can be contracted out to the private sector. Knowing that your municipality has a choice in how services are delivered:

4. Would you support or oppose municipalities in the region delivering services on a more integrated, cooperative or regional basis?

☐ Strongly support
☐ Somewhat support
☐ Somewhat oppose
☐ Strongly oppose
☐ Don't know

5

5. Can you think of any services currently provided by your municipality that could be delivered on a cooperative or regional basis?

6. Are there other municipal services that you think should continue to be provided by each individual municipality?

7. Please think about the specific municipal services listed below. Do you support or oppose the delivery of each of these services regionally?

	STRONGLY SUPPORT	SOMEWHAT SUPPORT	SOMEWHAT OPPOSE	STRONGLY OPPOSE	DON'T KNOW
Sewage	☐	☐	☐	☐	☐
Solid waste treatment	☐	☐	☐	☐	☐
Water treatment and transmission	☐	☐	☐	☐	☐
Dangerous goods response	☐	☐	☐	☐	☐
Transportation planning	☐	☐	☐	☐	☐

8. How important are the following factors in determining the best means of delivering services in the region?

	VERY IMPORTANT	IMPORTANT	SOMEWHAT IMPORTANT	NOT VERY IMPORTANT	NOT AT ALL IMPORTANT
Citizens will receive the best value for their dollars (tax or user fees)	☐	☐	☐	☐	☐
Citizens will know who to contact with any questions or concerns about service delivery	☐	☐	☐	☐	☐
Citizens will benefit from service and facility enhancements in the long term	☐	☐	☐	☐	☐
Service delivery will be flexible, and local service levels will be determined by each community in the short and long term	☐	☐	☐	☐	☐
Community volunteerism will continue to be supported and encouraged	☐	☐	☐	☐	☐
Restructuring will result in cost-effectiveness	☐	☐	☐	☐	☐
Restructuring will not result in another formal level of government	☐	☐	☐	☐	☐
Each individual community's identity will be maintained	☐	☐	☐	☐	☐

Managing Regional Issues

More and more frequently, issues are crossing municipal boundaries. These issues require a coordinated approach to decision-making. Depending on how many communities are affected by an issue, a variety of decision-making processes might be adopted.

Elected officials and stakeholders considered a wide range of options in deciding how to work together to manage regional issues. The following approaches have been selected for further consideration:

- a voluntary alliance among municipal governments;
- restructuring the current region into four to six sub-regions (this means new municipalities, boundary changes); and
- a compulsory partnership agency of regional municipalities.

All of these choices involve cooperation from the parties involved. Finding a way for the region's municipalities to work together is a major step in determining the future of the Capital Region.

9. The Alberta Capital Region Governance Review process has looked at a number of ways of addressing issues and decisions from a regional perspective. To what extent do you agree or disagree that the following factors are important to achieving an integrated, cooperative regional approach?

	STRONGLY AGREE	AGREE	SOMEWHAT AGREE	SOMEWHAT DISAGREE	STRONGLY DISAGREE
Clear roles and responsibilities of all municipal partners	☐	☐	☐	☐	☐
Public opportunities to provide input into regional decisions	☐	☐	☐	☐	☐
Agreement by municipalities to share relevant information	☐	☐	☐	☐	☐
Having a mediation and dispute mechanism in place	☐	☐	☐	☐	☐

10. How effective do you think each of the following would be in achieving a cooperative, regional approach?

	VERY EFFECTIVE				NOT AT ALL EFFECTIVE
A voluntary alliance among municipalities	1	2	3	4	5
Restructuring the current region into four to six sub-regions (new municipalities - boundary changes)	1	2	3	4	5
A compulsory partnership agency of regional municipalities	1	2	3	4	5

11. Is there another approach that you think should be considered?

Demographics

The final questions are for our statistical calculations only.

1. How long have you resided in the Alberta Capital Region?

2. Do you own or rent your current residence?

   ☐ Own
   ☐ Rent

3. What is the highest level of schooling that you have had the opportunity to obtain?
   [PLEASE CHECK ONE ONLY]

   ☐ Grade school or some high school
   ☐ Completed high school
   ☐ Technical school
   ☐ Some university or college
   ☐ Completed college diploma
   ☐ Completed university degree
   ☐ Post-grad degree (Masters or PhD)
   ☐ Don't know
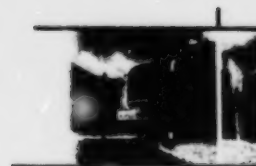
4. What is your postal code?

5. Would you share with us which one of the following categories best describes the total annual income, before taxes, of all members of your household? [PLEASE CHECK ONE ONLY]

☐ Less than $25,000
☐ $25,000 to $39,999
☐ $40,000 to $59,999
☐ $60,000 to $79,999
☐ $80,000 to $99,999
☐ $100,000 and over
☐ Don't know

6. In what year were you born?
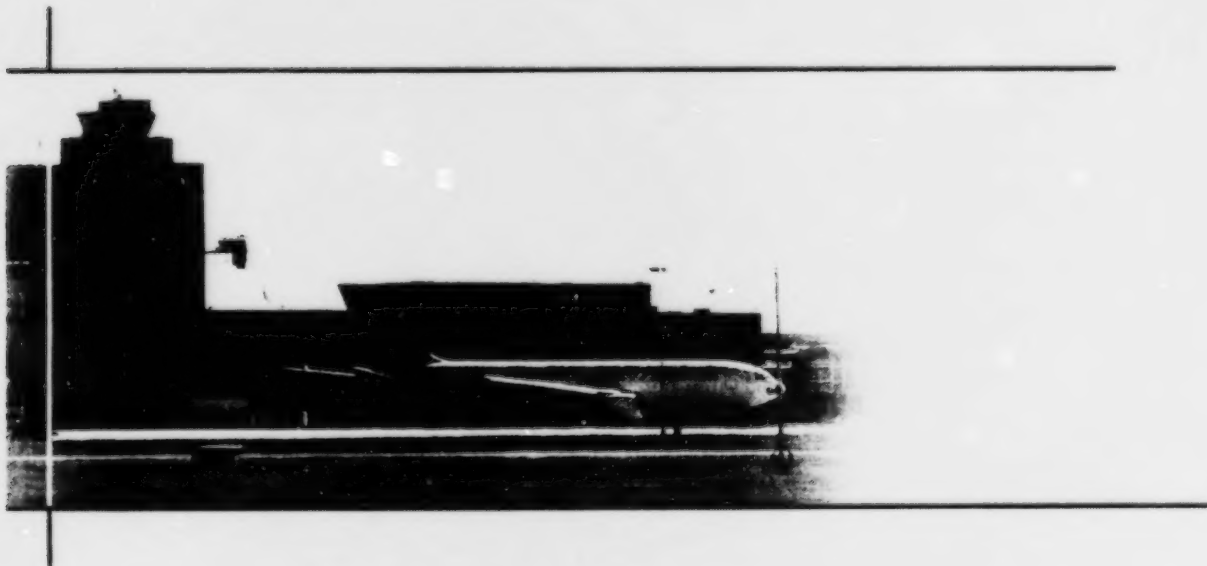
Next Steps

Alberta Capital Region Governance Review 2000

March	Mr. Lou Hyndman, Chair of the Alberta Capital Region Governance Review will submit an interim report to the Minister of Municipal Affairs, Walter Paszkowski
Following Interim Report	Extensive public consultation
Spring/Summer	Options will be analyzed and a transition plan developed
Fall	A final report will be submitted to the Minister of Municipal Affairs

The Alberta Capital Region is Made Up of 22 Individual Municipalities

5 Cities
Edmonton
Fort Saskatchewan
Leduc
Spruce Grove
St. Albert

3 Villages
New Sarepta
Thorsby
Warburg

1 Specialized Municipality
Strathcona County

3 Rural Counties
Leduc County
Sturgeon County
Parkland County

10 Towns
Beaumont
Bon Accord
Bruderheim
Calmar
Devon
Gibbons
Legal
Morinville
Redwater
Stony Plain

Additional Opportunities for Response

The Alberta Capital Region Governance Review Project Office:

By Phone: **(780) 423-4731**
By Fax: **(780) 423-4745**
By Mail: **1250, 10055-106 Street**
Edmonton, Alberta T5J 2Y2
By E-mail: **mailbox@equusgroup.com**

Please return in envelope provided by **February 25th, 2000** or visit our web site: **www.acrgr.org**
Earlier submissions are welcome.

Alberta Capital Region Governance Review

Community Discussion Group
Meetings

Alberta Capital Region

Alberta Capital Region Governance Review — Area of Study
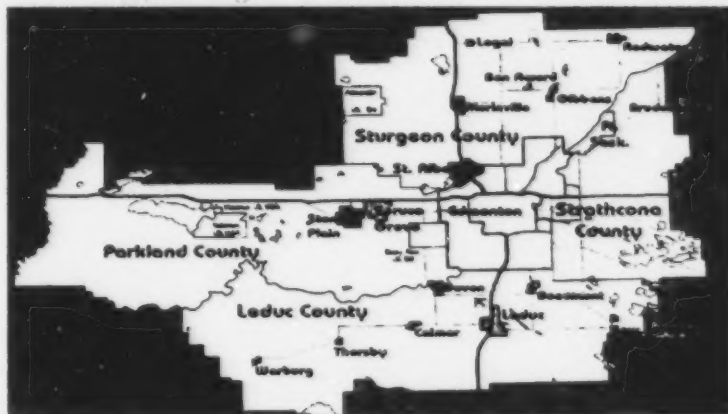
What is the
Alberta Capital Region?

- 22 municipalities
- 5 cities, 3 rural counties, 10 towns,
  3 villages and 1 specialized municipality.

What is the
Alberta Capital Region?

- Current regional population (1996): 862,957
    - √ Cities - 707,234.
    - √ Counties - 53,075.
    - √ Towns - 35,675.
    - √ Villages - 1,633.
    - √ Specialized municipality - 65,340.

2

Alberta Capital Region
Growth Trends

- Population grew by 44% between 1979 and 1996
- The region has 6 of the largest population centres in the province.
- In 1999, the Capital Region was the fifth largest region in Canada by population.

Alberta Capital Region
Growth Trends *(cont'd)*

- Future growth estimates (next 20 years)
    - √ Low - 15% ⟶ 129,000
    - √ High - 45% ⟶ 390,000

Some Future Considerations

- An aging population
- Changes in where and how people work
- Preserving agricultural land
- Transportation patterns

What is the Alberta Capital Region Governance Review?

- Established by the Province in 1998.
- A unique opportunity to define the future of the region - we can develop a made-in-the-region solution.
- Project Chair will present recommendations for change to Minister of Municipal Affairs Walter Paszkowski in March, 2000.
- Public consultation will follow submission of report.

4

What will the Review Address?

- Challenges that cross municipal boundaries (e.g. economic, transportation).
- The need to manage growth over the next 20 years.
- Rising municipal service and maintenance costs.
- Global trends and competition.

A Vision for the Region

- A high quality of life for citizens.
- A community of communities where diversity and choice are respected.
- A self-reliant region.
- Coordination of decisions and services.
- Excellent services to citizens.
- Satisfaction with decisions about the region.

What the Review has Considered

- Community leaders have worked together to define:
    - √ How services might be coordinated and delivered regionally.
    - √ Options for managing regional issues and making decisions.
    - √ How the Province and municipal governments can work together in new ways for the benefit of the region.

Purpose of this Community Discussion Group

- What is *your* response to the ideas that have emerged? Are we on track?
- Are there other ideas we should be considering?

Part I:
Regional Issues and Services
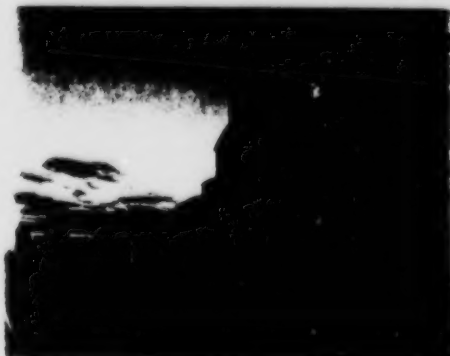
Question 1
Discussion

Which issues facing the Capital Region are broader in scope and responsibility than one municipality - and might be managed by several or all municipalities across the region?

For Example:

1. Economic Development
2. Transportation
3. Environmental Issues
4. Social Issues
   Others?

Regional Service Delivery

- Municipal governments provide local services to people and property, paid for by property taxes or user fees (eg: garbage, parks, sewage systems, fire, police).
- This review is examining ways to improve the efficiencies and quality of service delivery across the region.

Question 2
Discussion

Which services currently provided by municipalities might be better delivered on a cooperative or regional basis?

Question 3
Discussion

What factors do you think should be used in deciding whether a service is best delivered on a municipal or regional basis?

Service Factors

- Best value for dollars (tax or user fees)
- Citizens will know who to contact about service delivery
- Service delivery will be flexible. Local service levels will be determined by each community
- Restructuring will result in cost-effectiveness over the long-term
- Will not result in another formal level of government
- Individual community identity will be maintained

Part II:
Regional Governance
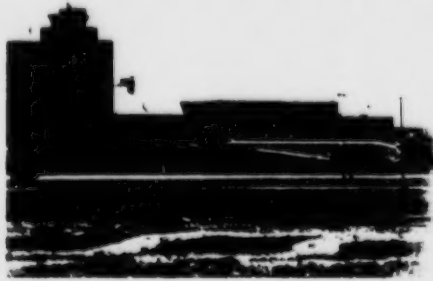
Governance

- We are examining ways to make regional decisions about:
  - √ Goals and priorities
  - √ Allocation of resources
  - √ Policy making
  - √ Major capital infrastructure

10

Making Regional Decisions

3 Approaches Emerging in the Review:

(1) *A voluntary alliance among municipal governments.*

(2) *Restructuring the current region into 4 to 6 sub-regions - new municipalities, boundary changes.*

(3) *A compulsory partnership agency of regional municipalities.*

*Do **you** have other approaches?*

Question 4
Regional Decisions

What are the advantages and disadvantages of this approach?

1. Voluntary alliance of municipalities

- Municipalities join voluntarily and pay a membership based on population.
- Municipalities join agreements only when they find them beneficial.

Question 4
Regional Decisions *(cont'd)*

What are the advantages and disadvantages of this approach?

2. Four to six sub-regions

- Reduce the number of municipalities; re-draw the boundaries.
- Each municipality would have a viable tax base and include a substantial geographic area.
- Alliance or partnership among the sub-regions is still needed.

Question 4
Regional Decisions *(cont'd)*

What are the advantages and disadvantages of this approach?

3. Compulsory partnership

- All municipalities must belong to a regional partnership.
- Decision processes, cost sharing and member responsibilities are specified at the outset.
- Municipalities must take part in the decisions that are made.

Part III:
Conclusion

The Future of Your Region

- Think about what you want this region to be like in 20 years.
- How we manage regional growth will determine quality of life for your family and your community in the future.

Question 5

If there were one piece of advice you could give the Alberta Capital Region Governance Review, what would it be?

Additional Opportunities for Response

- The Alberta Capital Region Governance Review Project Office:

  By Phone: (780) 423-4731

  By Fax: (780) 423-4745

  By Mail: 1250, 10055-106 Street

  Edmonton, Alberta T5J 2Y2

  By E-mail: mailbox@equusgroup.com

- Visit our website: **www.acrgr.org**

Next Steps

- Interim Report and Recommendations
  - March, 2000.
- Public consultation on
  recommendations.
- Analysis of options & development of
  transition plan.
- Final report to Minister - Fall, 2000.

Appendix 2

This appendix contains the body of opinion from both elected officials (individually) and from municipalities in the region.

Contents of this Appendix

WORKBOOK

September/October 1999

ALBERTA CAPITAL REGION GOVERNANCE REVIEW

Summary of Responses

received to October 28, 1999

Due to rounding, percentages may not total 100%

Of the 121 completed workbooks received, 49% came from elected officials, 10% from local government employees and 41% from stakeholders. Only one completed workbook was received from a provincial government employee and was therefore not included in this report.

(ISSUE ONE) Should the province and the municipalities be expending effort and resources building a framework for regional cooperation?

Question 1.1
How important is it that the Province and the municipalities invest time and money in building a framework for the Alberta capital region at this time?

Participants indicated the level of importance on a scale from 1 to 5:

1 = Not important   5 = Very Important

Respondent Profile	N	% Who Chose 1 or 2	% Who Chose 3	% Who Chose 4 or 5
Elected Official	58	21%	33%	47%
Stakeholder	51	10%	10%	80%
Local Govt Employee	12	17%	33%	50%
Overall	121	16%	23%	61%

Question 1.2
Which of the following thoughts most closely reflects your opinion?

A Leave the challenges of the future to the municipalities. They will work together when necessary, and regional initiatives will naturally evolve if they are truly needed.

B Continue the provincial-municipal effort to build a framework. Democracy may be messy, and we may have to be patient, but the buy-in from the leaders will help make good things happen.

C Province should step in and tell the municipalities what they must do. Otherwise, territorial issues among municipal leaders will prevent the changes needed.

Respondent Profile	N	% Who Chose A	% Who Chose B	% Who Chose C
Elected Official	55	44%	49%	7%
Stakeholder	49	14%	51%	35%
Local Govt Employee	12	25%	58%	17%
Overall	116	29%	51%	20%

What is the best way to achieve coordinated leadership. in the future, for this region?

Question 2.1
Three approaches to providing leadership and direction for the Alberta capital region in the future were presented (see appendix). Participants selected the approach they preferred.

A Existing voluntary forum - extended
B Mandated coordinating agency
C Four to six subregions
D None of the above

Respondent Profile	N	% Who Chose A	% Who Chose B	% Who Chose C	% Who Chose D
Elected Official	57	49%	35%	12%	4%
Stakeholder	50	26%	32%	32%	10%
Local Govt Employee	12	42%	25%	17%	17%
Overall	119	39%	33%	21%	8%

Assumptions and considerations noted by those who chose Option A:

It is important to understand that people will only be governed by their consent. People have a sense of community - they choose to live where they do: fully informed - with many choices.

I feel that ACRA could benefit from provincial government involvement/participation/partnership. This is the least threatening approach that has endless possibilities.

It has been my experience that municipalities would do almost anything to avoid more mandate from Municipal Affairs. People are usually more interested in cooperative problem solving when the " have to" threat is removed and they feel they will have a positive impact on the final outcome.

A voluntary forum will, I believe, be more responsive to people's needs.

ACRA has been working well if the governance review is not allowed to destroy it.

Until you have identified what already works and what doesn't, it is very difficult to identify an appropriate model. It would also be useful to know what research has been done in other regions that compares models chosen and implemented. In the meantime, ACRA is on the right track.

Alternate Suggestion: We might want to consider regionally owned business unit (a wholly owned subsidiary perhaps) which would provide services like purchasing and IT on a cost recovery basis.

Any tampering with rural lifestyle should be abandoned. All life styles are sought by choice. Amalgamation of a Toronto style model is not required yet. It seems the province continues to embark on endless studies which never materialize. Why can't you just manage and stop creating a purpose for being at very costly prices. If it isn't broken, quit trying to break it.

As a businessman, I believe the best time to look at change is when you are healthy. When your decisions are not forced or affected by external forces. I see this process as similar but feel that, as in business, if after analysis it is deemed that little or no change is the best route to follow, change is not made for change sake alone.

ACRA Group Discussion: a huge growth boom (i.e., Calgary). Public participation and opinion.

We're looking at an effective regional governance model to be appropriate 40-50 years hence. Therefore, we have the opportunity to more forward in a voluntary gradual basis that maintains continuity and that provides good sound government. Making changes in a seamless manner that is not disruptive helps to lend confidence to the process and agencies involved.

Provincial government should financially support ACRA and endorse it as the coordinating agency for the area.

One of the major factors is cost - the smaller municipalities provide services cheaper due to lower wages and use of volunteers. I thought the old Edmonton metropolitan regional planning commission was a good idea and was sorry when the Provincial government cut its funding.

We will work better together if done cooperatively. Work on regional services.

I strongly feel the Provincial government would have been further ahead if they had given ACRA credit for the progress it was making and worked with the group to work on the issues being brought forward in this review. ACRA demonstrates the awareness of elected officials of the issues involved.

After a year of municipal politics, it seems to me that the number of municipal agreements and shared services is continually growing. Upon hearing the former and present Ministers of Municipal Affairs, I do believe this is part of what they were looking for. I believe with the increased cooperation we are on the right track. With compromise from all sides we will succeed.

Alternate Suggestion: Having said that, there probably would be an acceptable blending of the voluntary forum and the mandated coordinating agency.

Stony Plain - Spruce Grove - Parkland County have a long history of regional cooperation sewer, water and shared services. Improvements could be made in recreation, libraries and public works. Where is the evidence that bigger is better?

The former Edmonton metro regional planning commission worked very well - it was a planning authority - a clearing house for inter-municipal conflicts and initiated many studies and projects. ACRA could evolve to serve former EMRPC roles, plus some new initiatives to coordinate services in the capital region.

The province supports the existing voluntary forum.

Better to build on/reinforce the success being achieved by ACRA than create something new and untried. ACRA is now achieving notable successes.

I support a process which facilitates cooperation in the delivery of select services on a voluntary basis. This is preferred over forced amalgamation as in Ontario.

It has been my experience that willing participants can more often find creative solutions to problems than unwilling ones. Too many egos, either municipal or individual, can delay the process by creating discord and distrust at a time when the process MUST overcome many obstacles.

4

The municipalities must be held responsible to the public to deliver the best deal for the public. Therefore, the public must know the options available so they can make the municipalities accountable if wrong decisions are made.

I believe this concept gives each municipality's residents the most effective means of input to decisions which will directly impact their respective regions.

Assumptions and considerations noted by those who chose Option B:

Clearly defined mandate - perhaps a series of mandated agencies (e.g., sewage commission, water board, transportation authority). Be aware of disparities in levels of service and community needs and aspirations. Homogeneity is often a prescription for mediocrity.

Alternate Suggestion: Review success and economics of inter-municipal agreements. Strengthen linkages between provincial elected and administrative officials with local government counterparts. Recognize and demand that the Province is the author of many inter-municipal rivalries and has not fulfilled its responsibilities.

Equal representation but the ability to sub out activities that only a few may benefit: reasons may be economic, trading areas, need, want. Mandated would bring about awareness mandated sub-regions may not be successful (e.g., Crowsnest Pass. Individual units still create problems).

I believe that the individual communities would be more comfortable with this gradual or permissive process toward regionalization - not only for services but for governance as well. The sub-region route will cause a substantial amount of "turf" protection and desire for control in governance. Outlying or fringe communities may suffer if the governance is not set up on an equitable basis to guarantee everyone equity.

There must be some form of mandatory imposition, however, if it results in another level of government then this is counter-productive and defeats the reason to look at some form of consolidation.

Alternate Suggestion: One strong government for the region.

That the mandated coordinating agency would not reduce citizen opportunity and should provide responsible, efficient long term decisions.

Mandate some issues that affect many communities in the region. Where does ACRA have any authority in this regional governance. No Authority. The City of Edmonton - 650,000 people - $120,000.00 - one vote.

Alternate Suggestion: Water, ambulance service, waste water treatment, solid waste treatment. These four affect everyone in the region.

That approach is based on the region 30-40 years from now - as was the original mandate at the start of this review. The workbook was filled out prior to the meeting in St. Albert, where now, there seems to be some question about the statement "agree to reduce the number of municipal governments, 4-6 substantive municipalities."

Each municipality would still control its level of service and set its taxation accordingly. Some mix of ACRA and mandated may work better.

The role the Province would play in helping to make the mandated agency work (e.g., financial and legislative support) and the degree to which the Province would help address Edmonton's problems as the control service provider.

Alternate Suggestion: Regional services commissions to provide specific service of a regional nature; comprised of elected officials from the existing municipalities.

A combination of mandated coordinating agency and four to six regions. Use a larger area including City of Leduc, Fort Saskatchewan, St. Albert and Sherwood Park as one sub-region to have a mandated agency with teeth to do many aspects of services in the region. The other 4 regions may or be required to join the service areas. Edmonton will be the key player in this agency! The elected officials can remain the same. Edmonton as the leader shall move forward with available tax dollars to pursue the concept of the mandated agency.

I feel municipalities should retain their own local government, as they have a closer relationship with their constituency. I do feel however, that with regional cooperation we could share in the delivery of services such as water, sewer and other services that would be beneficial. Although we have our own sewer log-ons just upgraded and have city water plus our own gas system. So I am not sure how it would benefit Redwater.

Alternate Suggestion: My suggestion is that a regional board be set up. As municipalities need services such as roads built or other services that could be used. They could go to the regional board to see if their resources would be cheaper and would benefit their municipalities.

Critical: An acceptable model for decision making/representation. Representation by population won't work because effectively this gives one municipality a veto power. One vote per municipality will leave that one municipality feeling that they're being held hostage. A new creative solution may be required for it to work (majority of sub-regions needed to pass - each municipality votes within their sub-region). Also important is what responsibilities are mandated to the agency. Maybe start with a few - the most applicable to a regional approach might be a rebuilt, improved regional planning commission role, major transportation (highways, rail, air, LRT, transit) and economic development. Don't take on too much all at once. Once successes have been demonstrated on the key responsibilities, municipalities will develop a trust in the model and be more willing to delegate other responsibilities.

Alternate Suggestion: Extended ACRA: Voluntary natures inhibits effectiveness. One large player can derail cooperation by threatening to walk out as soon as their views don't over-ride everybody else's. Sub-regions: Effectiveness is dependent upon buy-in by all partners. Also this isn't appropriate for all regional municipalities. Success of a mandated coordinating agency will help to identify situations where more cooperation would be beneficial, or even where amalgamations may be appropriate and justifiable.

In no way should any volunteer systems be affected.

I like the ACRA format but maybe we make that the mandated coordinating agency.

Develop a regional area development plan covering anticipated industrial, transportation and residential expansion for the next 30 to 50 years. Government support of ACRA expanding its power is laid out in the mandated coordinating agency - similar to what was the EMRPC. A question that has not been asked: Where would we be in 50 years if this review was not taking place at this time? Answer: ACRA or some other cooperative development of the area to the same inevitable end.

Existing voluntary forum-extended was originally my first choice but now realize that ACRA is too fragile. Too easy for some larger municipalities to withdraw and the alliance could collapse. Mandated coordinating agency would offer more stability to the process.

Municipalities negotiate the mandate. Service delivery would be coordinated. Provincial government would allocate some funding to support certain functions which should not depend on property tax (e.g., regional economic development aimed at global marketing). ACRA should be the mandated agency and consideration should be given to adding more

board members from Edmonton (consider old EMRPC representatives formula - balance and checks on various types of municipal units).

Mandated coordinating agency could be ACRA or could function under the auspices of ACRA.

That revenue comes from assessment base of whole region. The huge assessment base of Fort Saskatchewan and Strathcona County etc. would benefit the region for the first time with those funds being applied outside their boundaries for regional roads, transit, libraries and economic development. That the assessment base not be applied to regional utilities (solid waste treatment, water and sewer treatment). User fees pay for these items instead. That the mandated coordinating agency takes on the regional transportation issues that the 5¢ gas tax be extended to the region. That existing service levels be maintained. Citizens expert in any urban setting that ambulance/fire/police response be 10 minutes or less. How much of the rural counties included - do we have to include all the rural counties or just the portion that is truly metro Edmonton?

Alternate Suggestion: That these alternatives totally solve Edmonton's perceived financial problems exacerbated by the large "cities" constructed on its boundaries including huge industrial complexes which is an Alberta anomaly. It may make sense to amalgamate Sherwood Park and St. Albert into Edmonton as difficult as that may seem. Similarly, there exists the Spruce Grove/Stony Plain anomaly - a Cold Lake/Grande Centre solution may be advisable here.

Cost for regional services should be charged back to each municipality on basis of actual allocated cost of providing the service rather than on an equivalent utility or 'postage stamp' basis. Otherwise sub-optional economic decisions will be made and overall service costs will increase.

Alternate Suggestion: A stand alone mandated agency could be created to deal with provision of basic regional environmental services: water supply and distribution, sewage transmission and treatment, storm water, and solid waste recycling and disposal (similar to GVRD in Vancouver area).

In the beginning, the mandated coordinating agency's activities/powers/mandate should only apply to a few of the services which are already in existence or have existed in the past (more or less) in the regional context. Two examples are: the delivery of water services and the former Edmonton Regional Planning Commission. Then, once experience has been gained, and if successful, expand the mandate over a period of years to cover other items such as listed in 3.3.

Alternate Suggestion: Some consideration might be given to having the activities/powers/ mandate of the Mandated Coordinating Agency vary over the several substantive sub-regions. For example: the mandate for the outer most regions might approach the "existing voluntary forum option" and in the inner most regions the mandate could include a more extensive list of services. Group A and B reports list some good benefits in all three options.

The provincial government must work with the regional municipalities in order to have them effectively "buy-in" to the concept of a mandated agency. However, at the end of the day the provincial government must consider the needs of the area overall and make the appropriate choices.

That municipalities would be protectionist in nature and may fail to approach the process with an open mind. Would Jasper Place have been better off as its own municipality? Would the people living there be better off?

Alternate Suggestion: Submit a municipality priority policy. Those showing signs of cooperation would receive financial benefits or deferment of withdrawn support.

The mandated coordinating agency must have the ability to facilitate decision making in order to keep the politics down to a dull roar.

Sub-regions as proposed not a reasonable alternative; would not solve regional problems - may in fact exacerbate them. Voluntary cooperation subject to potential opportunism.

More equitable, efficient use of tax dollar.

Assumptions and considerations noted by those who chose Option C:

There could be an opportunity to collectively focus the capital region in many areas of the delivery of municipal services (e.g., emergency services).

Alternate Suggestion: Mandated authorities in the core services delivery by municipalities (e.g., one regional authority to govern the core services water, sewer, transportation, land use, planning, economic development, emergency services, recreation and possibly social services, environment). These all and more have become essential services.

Four to Six sub-regions - General consensus in the region that a reduction in the number of groups and individuals (elected) making decisions is desirable. Mandated Coordinating Agency - Desirable consolidation of regional services.

Extend the existing voluntary forum (ACRA) is the status quo and so I can not support this approach. If 4 to 6 sub-regions is not acceptable then some form of mandated coordinating agency will be required.

In our case surrounding areas are rapidly growing and perhaps by combining delivery of services or consolidation of administrative staff and elected officials would make a stronger voice for the region by creating a stronger regional representation. How would this affect the number of provincial representatives in Alberta and would there be any adjustments in that area? More authority to municipal elected officials on some matters that are currently provincial

Any support the provincial government might be expected to give must be based on the fact that the provincial government was elected to serve all Albertans and not just those rural municipalities and southern cities.

Voluntary has not produced anything substantive. Government departments are not respectful (generally) of the integrity of the region/area align municipalities on the fringe with other jurisdictions. The reporting lines are part of the concern. Sub-regions have a need to be stronger and it's the tensions between administrators that builds barriers I think.

Minimize number of governments. Facilitate region marketing. Recognize role and services provided to population by central urbanized area.

I would see an evolution through time toward consolidated municipalities. The communities currently existing are extremely diverse and in many respects not compatible with each other in terms of geography, scale and service delivery. Certainly opportunities exist for shared services and inter-municipal cooperation, but there comes a point when the services are being provided to a homogenous group which does not reflect political boundaries. When this happens the boundaries should be changed. Another question that could be reviewed is whether the current municipalities should be classified as the "education" region, maybe in relation to economic, social and political to a fewer number of communities should constitute the Edmonton metropolitan region, in respect to regional decision making. For example, with Legal, Bon Accord etc. are their linkages stronger with their immediate region (e.g., Sturgeon, or with Edmonton, Sherwood Park etc.). I would request that it be reviewed further to determine if the hypothesis is correct or incorrect.

Five economic sub-regions are already in place and working together.

Alternate Suggestion: The only models cited as examples have been North American. I suggest there are other international solutions worth considering.

The sub-regions would need to meet to determine how to solve regional issues or your original concern will still be unresolved. Any voluntary solution will only provide a bandaid approach as when disagreement pops up. A municipality could simply opt out of the process. This could lead to a continual rural/urban conflict.

There needs to be a balance between representation by population and representation by municipality. Are small municipalities truly viable in today's world?

One city is too big (unresponsive) but 20 - 22 is way too many! 4-6 is about right.

As a resident of the Nisku industrial park, I would like to see industrial parks although non-resident in nature given rights as voting municipal members since they are often ignored and used only as a cash-cow.

With modern communication, municipal governments should be able to manage larger areas, thus reducing the redundancy of many municipalities.

Improved services must be justified to be essential and cost effective. Reduction in duplication or low priority services. Privatize or contract services which will broaden the tax base, reduce capital facility and equipment acquisitions and provide a solid and healthy economic base for the region. Sub-regions are committed to the task on hand.

Suggestions from those who chose Option D (none of the above):

I think there is a solution and it lies in between ACRA extended and mandated service agency. These are some services that should be mandated such as water, sewer and commuter roads but they are also services that have to remain under the control of the individual municipality such as land use planning, bylaw enforcement, police and public works. So the task will be to decide which services fix where and not to create another level of government, or cost more to each municipality then they currently are.

As long as citizens understand the issue(s) and make an informed decision. Even if it means they pay twice/three/four times (whatever) than their neighbouring community.

Alternate Suggestion: Consolidate water, waste water, solid waste and even transit into one entity (be it a commission, board, company or whatever). All residents of the region require water, sewer and garbage service. Having it under one umbrella in my opinion makes sense.

The City of Edmonton should annex the urban areas in and around its boundaries - in that way you attain the optimum in orderly growth and development. A single rural municipality should be created around Edmonton with a mandate to protect and nurture agricultural lands. The small urbans outside the Edmonton area: Leduc, Stony Plain, Morinville should be left to develop until Edmonton development encroaches on their boundaries at which time they are absorbed by Edmonton.

Alternate Suggestion: A central organization with a strong mandate should oversee those matters that commonly affect the orderly growth and development of the region.

Some concern over layers of government. Is the region best served by one strong decision making body? However, concerned about losing diversity (innovative solutions, synergy) and choices.

I suggest four to six sub-regions AND a mandated coordinating agency (MCA). MCA deals with development (permits, approvals, subdivisions), traffic, pipes, economic promotion (no more Edmonton vs. Nisku), etc. 4 to 6 regional governments, modeled after Strathcona County (mix of urban and rural), deal with community level stuff. End result: less players to agree on MCA mandate, less competing interests, less personal agendas, less money.

There is an implied assumption that Edmonton is one entity. It may be that Edmonton should also be divided into sub-regions to better permit local communities within the city to deal with local issues. Leave municipal governments in place but develop administrative sub-regions of 11 + that span municipal boundaries but that have environmental, social or/and other physical boundaries.

Alternate Suggestion: These administrative sub-regions would form basis for delivery of services at provincial level and at social service/recreational service level. Political and administrative decision making on issues within a region would be expected to require community consultation.

Mandated formation of one municipality (e.g., unicity).

Reduce the number of municipal governments in the region to only one.

A study by Professor Jim Lightbody at the University of Alberta that shows that Edmonton, on average, pays 10% more for service provision than Calgary. Inference: the Edmonton area system is less efficient than Calgary's, the Edmonton system is experiencing use of services (external to the Edmonton tax base) that result in higher costs relative to the expected per capita use Edmonton is expected to receive $20 million less than Calgary when the Province transfers $0.05 of the current gasoline tax to municipalities. Inference: Edmonton is being penalized for commuter use of its roads. This will lessen Edmonton's ability to provide the same level of service to its citizens that other communities in the province enjoy; the costs of the provision of some services could be lessened by embracing economies of scale. Inference: Regionalization of some services would lessen overall costs of the services as well as providing equal access to services for all communities. Economies of scale can only be embraced if all the municipalities contribute. There has been great concern over loss of community identity and autonomy should some responsibilities be transferred to a regional authority; hence municipalities are reluctant to give up any authority to a regional body. Inference: The Province will have to take a leading role, if only in mediation between the municipalities, in order to ensure participation (for economies of scale) and to prevent competition and antipathy between the municipalities, the Province will have to take a role in creating legislation that facilitates the regional authority to avoid further competition for influence on the regional authority, there should be a separation of the municipal influence from the regional. The most democratic way to do this is to elect representatives to the authority based on representation by population. This also ensures that each representative truly represents the population and not just the dominant municipality of their area. Truly inter-municipal boundary issues can only be effectively dealt with on a regional level to supply adequate service. Inference: Transportation, particularly on -highways and commuter roads is by definition a trans-boundary issue and therefore must fall under regional authority to allow for the most efficient planning. Transit services could also fall under this heading: Land use, particularly municipality expansion is a strong trans-boundary issue especially in light of the number of municipalities in such a small area and therefore should be regulated by a regional authority. Regional planning for land use and transportation would also facilitate the management of other regional issues such as economic strategy and environmental concerns (land, air, water pollution).

Alternate Suggestion: We feel the suggestion of the mandated regional service agency most closely resembles, what in our opinion, is the most effective, way to address the trans-boundary issues plaguing the Alberta capital region. Our only concern lies with the election of chief elected officials (CEOs) from each municipality. This process obscures the accountability and access of the public to the person responsible. We feel that a representative elected directly by the public it represents would be more effective in addressing the constituencies' concerns rather than any particular municipal agenda. We

believe that representation by population, as is done in the provincial elections, would be an efficient way to equally represent the whole population. By delineating responsibilities and procedures at the outset and legislating them at the provincial level, the decision process would be simplified and conflict between regional and local allocation needs would be minimized. Creating a separate entity that is not responsible to the municipal level of government also ensures that regional issues are addressed at the regional level and though influenced by municipal agendas would not be dictated by them. We also feel that it is essential to a regional planning authority to be able to direct transportation and land use planning in order to be an effective body. All other service and planning provisions could be decided by debate amongst the municipalities or by analysis of the economic benefits of regionalization. Funding for the regional body would be supported by the $0.05 gasoline tax from the province as well as some kind of transfer of funds from the municipalities to the regional authority based on the particular services being provided and the size of the municipality.

Other comments:

My assessment is that the fundamental issue that underlies current practices and will determine future practices is "land use." With no controls or limits on land use other approaches will not get very far.

No choice! Edmonton Transit System Advisory Board is focusing on the delivery services. We assume whatever governance model is eventually chosen, the delivery such as transportation will be maintained but importantly enhanced.

Question 2.2
How soon will regional matters require an improved means of achieving regional decisions?

Respondent Profile	N	% Who Chose NEVER	% Who Chose IN 5 TO 10 YRS	% Who Chose IN NEXT 5 YRS	% Who Chose IMMEDIATELY
Elected Official	50	4%	28%	52%	16%
Stakeholder	50	2%	20%	42%	36%
Local Govt Employee	10	10%	40%	20%	30%
Overall	110	4%	26%	45%	26%

Is there value in integrating service delivery at the regional level?

Question 3.1
Do you think there is a need for regional service integration in the future?

Respondent Profile	N	% Who Chose NO (doubt value)	% Who Chose MAYBE (further study)	% Who Chose YES (some services)	% Who Chose YES (most services)
Elected Official	59	3%	22%	61%	14%
Stakeholder	48	-	10%	42%	48%
Local Govt Employee	11	-	36%	55%	9%
Overall	**118**	**2%**	**19%**	**53%**	**27%**

Question 3.2
If you think that integration of regional services is likely a good thing, how soon should any change toward integration occur?

Respondent Profile	N	% Who Chose NOT FOR 10 YRS	% Who Chose IN 5 TO 10 YRS	% Who Chose IN NEXT 5 YRS	% Who Chose IMMEDIATELY
Elected Official	47	-	28%	51%	21%
Stakeholder	45	-	16%	49%	36%
Local Govt Employee	10	10%	-	60%	30%
Overall	**102**	**1%**	**20%**	**51%**	**28%**

Question 3.3
Four levels of service integration were described (see appendix). Participants indicated the level of regional integration, if any, they feel is appropriate for each of the following services:

Level One = Local service delivery
Level Two = Optional regional service coordination
Level Three = Mandated regional service agency
Level Four = Centralized regional service delivery

FIRE PROTECTION

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	59	24%	53%	10%	14%	
Stakeholder	49	18%	18%	35%	29%	
Local Govt Employee	12	8%	50%	33%	8%	
Overall	**120**	**20%**	**38%**	**23%**	**19%**	

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EMERGENCY MEDICAL DISPATCH

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	59	10%	48%	22%	20%	
Stakeholder	50	12%	20%	34%	34%	
Local Govt Employee	12	-	50%	17%	33%	
Overall	**121**	**10%**	**36%**	**26%**	**27%**	

PUBLIC WORKS

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	57	58%	25%	14%	4%	
Stakeholder	48	15%	17%	38%	31%	
Local Govt Employee	12	42%	25%	25%	8%	
Overall	**117**	**39%**	**21%**	**25%**	**15%**	

INTER-MUNICIPAL (COMMUTER) ROADS

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	57	7%	32%	32%	26%	4%
Stakeholder	51	10%	8%	31%	49%	2%
Local Govt Employee	12	-	42%	17%	42%	
Overall	**120**	**8%**	**23%**	**30%**	**38%**	**3%**

WATER TREATMENT AND DISTRIBUTION

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	58	5%	35%	26%	35%	
Stakeholder	50	6%	12%	32%	50%	
Local Govt Employee	12	-	25%	17%	58%	
Overall	**120**	**5%**	**24%**	**28%**	**43%**	

LIBRARIES

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	58	12%	52%	21%	16%	
Stakeholder	49	25%	35%	25%	16%	
Local Govt Employee	12	-	50%	17%	33%	
Overall	**119**	**16%**	**45%**	**22%**	**18%**	

LARGE RECREATION FACILITIES

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	58	16%	62%	10%	10%	2%
Stakeholder	49	16%	45%	18%	20%	
Local Govt Employee	12	8%	67%	-	25%	
Overall	119	15%	56%	13%	16%	<1%

POLICE

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	58	21%	40%	16%	22%	2%
Stakeholder	49	18%	16%	20%	45%	
Local Govt Employee	12	8%	33%	25%	33%	
Overall	119	19%	29%	19%	33%	<1%

LAND USE PLANNING

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	57	25%	33%	33%	9%	
Stakeholder	51	24%	14%	24%	39%	
Local Govt Employee	12	8%	33%	25%	33%	
Overall	120	23%	25%	28%	24%	

SOLID WASTE TREATMENT

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	59	7%	37%	27%	27%	2%
Stakeholder	49	4%	18%	31%	47%	
Local Govt Employee	12	-	33%	33%	33%	
Overall	120	5%	29%	29%	36%	<1%

SEWAGE TREATMENT

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	59	5%	36%	29%	29%	2%
Stakeholder	49	4%	20%	27%	49%	
Local Govt Employee	12	-	25%	25%	50%	
Overall	120	4%	28%	28%	39%	<1%

INFORMATION TECHNOLOGY AND DATABASES

Respondent Profile	N	% Who Chose Level One	% Who Chose Level Two	% Who Chose Level Three	% Who Chose Level Four	% Who Chose No Opinion
Elected Official	57	7%	47%	14%	25%	7%
Stakeholder	50	2%	26%	30%	40%	2%
Local Govt Employee	12	17%	42%	42%	-	
Overall	119	6%	38%	24%	29%	4%

The following additional services were suggested for integration at the level indicated:

LEVEL ONE	LEVEL TWO	LEVEL THREE	LEVEL FOUR
Assessment	Ambulance (5 mentions)	Approvals - large projects	Air services
Bylaws/standards	Bylaw enforcement	Assessment	Corporate services
FCSS	FCSS	Bylaw enforcement	Economic development (4 mentions)
Representation	Finance	DATS	Environmental concerns
	Health services	Disaster services	Financial services
	Local water distribution	Economic development	Health *
	Local sewage collection	Emergency response	Human resources
	Marketing plan	Environment/air quality	Purchasing
	Recycling	Geographic information systems	Social services
		Medical transportation (transfer)	Tourism
		Public transit (3 mentions)	Transit
		Regional economic development	Utility (electric)
		River valley parks	
		School bus transportation	
		Sewage discharge regulation	
		Social services	
		Specialized fire protection	
		Tourism/promotion	
		Transportation/planning (2 mentions)	
		Uniformity of standards, guidelines, regulations, codes	

* Provincial issue: but Edmonton area currently serviced by five health regions. We lose residents who want/need to access health services in capital region [comment from Town].

Question 3.4

How important is each of the following considerations in determining the best approach for our region?

Participants indicated the level of importance on a scale from 1 to 5:

1 = Not Important   5 = Very Important

CITIZENS RECEIVE BETTER VALUE FOR THEIR TAX DOLLARS
Refers to municipal services provided in exchange for municipal taxes

Respondent Profile	N	% Who Chose 1 or 2	% Who Chose 3	% Who Chose 4 or 5
Elected Official	58	3%	12%	84%
Stakeholder	50	-	4%	96%
Local Govt Employee	12	-	25%	75%
Overall	120	2%	10%	88%

CITIZENS BENEFIT FROM SERVICE AND FACILITY ENHANCEMENTS
including access to expertise and specialized equipment

Respondent Profile	N	% Who Chose 1 or 2	% Who Chose 3	% Who Chose 4 or 5
Elected Official	56	4%	14%	82%
Stakeholder	50	6%	10%	84%
Local Govt Employee	11	-	18%	82%
Overall	117	4%	13%	83%

AN APPROPRIATE LEVEL OF SERVICE IS DELIVERED IN EACH COMMUNITY

Respondent Profile	N	% Who Chose 1 or 2	% Who Chose 3	% Who Chose 4 or 5
Elected Official	57	2%	7%	91%
Stakeholder	50	-	10%	90%
Local Govt Employee	12	-	-	100%
Overall	119	<1%	8%	92%

CITIZENS KNOW WHO IS RESPONSIBLE FOR SERVICE DELIVERY AND CONCERNS

Respondent Profile	N	% Who Chose 1 or 2	% Who Chose 3	% Who Chose 4 or 5
Elected Official	59	7%	3%	90%
Stakeholder	50	2%	18%	80%
Local Govt Employee	12	8%	42%	50%
Overall	121	5%	13%	82%

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THERE IS ECONOMIC BENEFIT TO THE REGION
total cost will decrease and/or desirable economic spin-offs will result

Respondent Profile	N	% Who Chose 1 or 2	% Who Chose 3	% Who Chose 4 or 5
Elected Official	57	7%	25%	68%
Stakeholder	50	-	14%	86%
Local Govt Employee	11	-	27%	73%
Overall	118	3%	20%	76%

VOLUNTEERISM IS SUPPORTED

Respondent Profile	N	% Who Chose 1 or 2	% Who Chose 3	% Who Chose 4 or 5
Elected Official	59	-	5%	95%
Stakeholder	49	8%	33%	59%
Local Govt Employee	12	8%	25%	67%
Overall	120	4%	18%	78%

SERVICE MANAGERS BE ACCOUNTABLE TO LOCAL CITIZENS

Respondent Profile	N	% Who Chose 1 or 2	% Who Chose 3	% Who Chose 4 or 5
Elected Official	59	5%	17%	78%
Stakeholder	50	6%	14%	80%
Local Govt Employee	10	-	40%	60%
Overall	119	5%	18%	77%

THE SIZE OF GOVERNMENT WILL NOT INCREASE

Respondent Profile	N	% Who Chose 1 or 2	% Who Chose 3	% Who Chose 4 or 5
Elected Official	58	10%	19%	71%
Stakeholder	50	6%	2%	92%
Local Govt Employee	11	18%	36%	47%
Overall	119	9%	13%	77%

LOCAL IDENTITY AND PRIDE ARE MAINTAINED

Respondent Profile	N	% Who Chose 1 or 2	% Who Chose 3	% Who Chose 4 or 5
Elected Official	59	2%	5%	93%
Stakeholder	50	18%	22%	60%
Local Govt Employee	12	-	-	100%
Overall	121	8%	12%	80%

Other important considerations listed:

Total cost must be reduced and those that now pay less must continue to benefit.

Decisions reflect long term objectives.

Land use be controlled locally.

An appropriate level [of service] determined by the residents and paid for by those residents.

Citizen expectations are valued.

Total cost in each municipality will decrease.

Highest service is not "NORM."

Ability to contact elected officials.

Recognition of population densities and industrial complexes.

Fairness in allocation of services.

Citizens receive value for their tax dollar.

Cost to citizen of services.

Quality of life.

Urban and rural have equal access.

Quality education is available to all.

Access to elected officials.

Economic benefit to municipality.

Cooperation is perceived by citizens (no one "former" community is getting more attention than any other).

Distance (e.g., to other facilities such as fire and ambulance).

That equitable service is available to all participants.

Economic benefit is seen.

Taxes collected to support regions as described earlier.

Visibility of elected official.

Level of service is maintained.

No forced change in boundaries.

All municipalities benefit.

Taxation be controlled locally.

Levels of service be controlled locally.

Accountability (beyond management).

Regional environmental concerns.

Continuously solicit, utilize and value citizen input.

Size of government should decrease (reduce). [3 mentions]

Access is equal for rural and urban citizens.

Regional solutions can not be parachuted in from other regions, they must be developed locally.

Major, long-term infrastructure investments are coordinated and optimized.

Reduction of overall tax burden.

Open/transparent - decision making process.

Region to be promoted by one economic/tourism entity.

Liberal governing attitudes eliminated.

Business owners receive better value for their tax dollars.

DESCRIPTIONS OF GOVERNANCE MODELS THAT APPEARED IN WORKBOOK

Extend the existing voluntary forum (ACRA). There is already an existing voluntary forum in place (Alberta Capital Region Alliance) that allows municipal leaders to discuss regional issues. Municipalities decide voluntarily whether they will participate and can opt out of any regional agreements they do not think would serve their municipality well. This forum is made up of an executive board of elected officials and an assembly of all municipal elected officials. Assumption: this forum would be augmented by agreements that would allocate costs for regional developments or services to participating municipalities.

Mandated coordinating agency. This approach is similar to the approach above, except that the municipalities negotiate a mandate for a regional agency at the outset and agree to allocate certain powers to the regional agency. The mandate would define fair cost allocation to municipalities, membership on the board, and decision making procedures. The agency would establish priorities, make decisions and address problems at the regional level. It would not deliver services directly, but would coordinate service delivery in some cases. Member municipalities would retain their own local government.

Sub-regions. This approach assumes that municipalities agree to reduce the number of municipal governments in the region by forming four to six substantive municipalities (or sub-regions). The intention would be that the sub-regions would be able to respond to issues at the sub-regional scale and would reduce the number of players to respond to regional challenges. There would have to be a coordinating mechanism among the sub-regions (this could be either voluntary or mandated as described above).

DESCRIPTION OF LEVELS OF SERVICE INTEGRATION THAT APPEARED IN WORKBOOK

Local service delivery Emphasis is upon local responsibility for service delivery. Municipalities generally deliver their own services with their own resources. Municipalities participate in inter-municipal agreements (which may involve sharing of resources) on a voluntary basis.
- No regional coordinating agency or office.
- Inter-municipal agreements are voluntary and may be terminated by any signatory.
- Inter-municipal agreements may involve several municipalities (or sub-regions).

Optional regional service coordination Regional service coordination occurs by agreement among municipalities who choose to participate. Municipalities establish their own standards for delivery.
- Participating municipalities establish a coordination body.
- Available to all regional municipalities, but participation is optional.
- Members choose what services should be delivered, and by whom, and what standards are appropriate within their boundaries.
- If the participating municipalities choose, they can create a service delivery agency with a board that they control.

- This model assumes that the Alberta Capital Region Alliance (ACRA), or a similar coordination

forum, provides a process for regional decision making.

- It is most likely that staff and equipment would remain at the municipal level, but be shared on a contractual basis (similar to Bruderheim today).

Mandated regional service agency The delivery of described services is regional and all municipalities in the region participate.

- Municipalities that require the described services agree to contract the service from the region, but each municipality chooses its own level of service.

- Municipalities agree to the regional mandate at the outset. They establish powers or limitations for the regional agency through common agreement.

- Municipal councils appoint representatives to a board of directors.

- Equipment and staff are transferred to the regional agency (there could be a transition period).

- Regional agency is responsible for long term planning and for coordinating capital investments within its service responsibilities.

Centralized regional service delivery Municipalities agree (at the outset) to centralize equipment, facilities and staff in a single regional service delivery agency. A regional agency establishes regional standards, allocates resources and has sole responsibility for the delivery of the service. Municipalities appoint a board that oversees fair allocation of costs and resources and ensures long term planning.

Alberta Capital Region Governance Review

Regional Workshop
November 5, 1999

8:30 am to 2:30 pm
Festival Place, Sherwood Park, Alberta

Discussion of Proposals

RESULTS

The workshop was attended by 126 people. Of those, 111 participated in small group discussions, all of whom were municipal representatives (either elected or administrative). All of the 22 municipalities within the Alberta capital region were represented. A complete registration list is available from the Project Office.

1 **GROUP A - LEADERSHIP GUIDELINES**: THAT the Group A leadership guidelines by accepted by elected officials throughout the region.

Modifications to Proposal:
- Title: Add "Values and Governance Principles."
- Change to "Group A values and principles guidelines ...."
- Suggested introduction: "A good local governance is the right of the people and is achieved by the guidelines. Leadership behaviour should be principle-centred and the listing that follows serve as guidelines."

Agree	Disagree	Modify	**Communication and sharing**: ease of discussion and exchange
86		25	between municipalities at the political and administrative levels.

Modifications
- Sharing what? Services?
- Add "community levels."
- Modify to broader public involvement.

Agree	Disagree	Modify	**Appropriate public input:** define public input expectations and
67	6	38	support convenience and effectiveness of input on regional issues.

Disagree:
- Who is the public?

Modifications:
- Ongoing and responsive to different parts of the region.
- Change to: "Identify public expectations and support convenient and effective opportunities for input on regional issues."
- Add "Ensure" to "appropriate public input:"
- Change "Appropriate" to "Encourage." Delete "define public input expectations and" .

Notes:
- Emphasize "define."
- If this process is an indicator, we have much more to do in informing the public about matters affecting regional issues. This is a very important leadership guideline.

Agree	Disagree	Modify	**Support local needs and aspirations:** mutual respect among
61		50	communities and a willingness to support each other's aspirations.

Modifications:
- Where possible.
- "Respect" rather than "support."

- What does it mean to "support each other's aspirations"? There may be limits of course.
- Change "support" to "understand."
- Delete "and aspirations." Change "each other's aspirations" to "each other's needs."
- Change support to "Recognize." Delete "mutual respect ... etc."

Notes:
- Most important guideline of entire review to understand each others' issues.
- Key words "respect and understand."

Agree	Disagree	Modify	**Clear definition of decision requirements:** defined way to ensure that both the majority and minority benefit from fair decisions.
76	8	27	

Disagree:
- Cannot "ensure" - more discussion - how to be done.

Modifications:
- Within reason, minority can't always win.
- "A protocol for the process to be used in the creation of formal agreements, etc."
- Change "requirements" to "process." Delete "defined way." Add "regionally" to the end of sentence.
- Delete "defined way to" - balance remains.

Notes:
- "Fair" most important and if #3 guideline is handled 4 falls out.

Agree	Disagree	Modify	**Consistency:** optimum use of formal agreements to ensure that regional matters are handled in a predictable way. (There is a need for a protocol to determine when regional agreements are needed.)
62		49	

Modifications:
- Should focus more on "when" rather than "to determine" - delete.
- Delete bracketed statement [2 groups mentioned].
- Focused leadership etc.
- Delete first sentence.
- Instead, "A protocol for the process to be used in the creation of formal agreements, etc."

Notes:
- Optimum is best possible mix. Province hasn't been aware of levels of sophistication that municipalities have advanced regional services. Standardization would produce greater fairness, equity.
- Principle applies to agreed regional issues.

Agree	Disagree	Modify	**Unified leadership:** efforts of regional elected officials to focus on common goals.
52	8	51	

Disagree:
- Regionally focused leadership: agree on common goals with local autonomy and decision making.

Modifications:
- "Focused" leadership.
- "Elected officials within region" rather than "regional elected officials." [2 groups mentioned]
- Please define "Unified leadership."

- Change to: Elected officials of municipalities in the region to focus on common goals.
- Change to: "Unified leadership: as we focus on common goals."

Notes:
- Encourage unified leadership - nice to have.

Agree	Disagree	Modify	**Trust and mutual respect:** transparency of information and equal opportunity to contribute to solutions. Promises are kept. "Equity" is defined and ways to work toward "equity" are established.
47		64	

Modifications:
- [2 mentions] Remove last sentence - "Equity" as defined .... etc.
- Delete "Promises are kept."
- "Trust, integrity and mutual respect" - Delete "Promises are kept" etc.
- Add at beginning: "Are critical to the success of the decision making process." Delete "Promises are kept ...." to end.
- Define equity within guidelines. Support equity - needs definition.

Notes:
- Equity is a difficult issue. Would it let municipalities determine their service level?
- High value, when there is a larger group (population) there is a wider range of opinion. Recognize and value each other's worth.
- Promises must be well defined. Commitments must be honoured. Does one define "equity?" Equity does not necessarily mean equality.

Agree	Disagree	Modify	**Clear goals:** longer term vision. Desirable outcomes are defined for each issue or discussion.
97		14	

Modifications:
- Delete "longer term vision."

Notes:
- Define.
- Agree - clear and attainable.

Agree	Disagree	Modify	**Open opportunity for elected officials:** all elected leaders have the same opportunity to participate in, and influence, regional decisions.
76	8	27	

Disagree:
- More discussion required.

Modifications:
- Remove "same."
- Change "all elected leaders have the same opportunity to participate" to "to participate."

Notes:
- Depending on Governance model. Having the same opportunity will be difficult.

Agree	Disagree	Modify	**Work out issues and concerns in the meeting rooms:** leaders talk to colleagues first and agree about the appropriate role of the media in the discussion. Patience in the discussion rooms.
75	36		

Disagree:
- Trying to manipulate the media is inappropriate. Delete this reference.
- Delete. [2 groups mentioned]

- Remove, this is an operational procedure and there are higher level values that govern (as in guideline #3).

Agree	Disagree	Modify	**Interdependency:** recognize that your neighbours' problems are your
52	9	50	own.

Disagree:
- Neighbours' problems are real and need to be addressed - not necessarily transferable.

Modifications:
- Replace "problems are your problems" with "concerns may be your concerns."
- Add "and focus on solutions (not just problems)."
- Recognize that "many" or "some" of your neighbours' problems ...
- Clarify - 2 way street.
- "Neighbors problems may affect you."
- Instead: "Recognize that your neighbours' challenges are your challenges and strengths."

Agree	Disagree	Modify	**Fairness from provincial government:** achieve a level playing field
69	25	17	with the Province.

Disagree:
- Move to #2, Group C.
- Level playing field is inaccurate. Has to be a well defined meaningful, appropriately defined partnership with the Province. Municipalities shouldn't be pitted against each other.
- Delete.

Modifications:
- Add ... for all municipalities in the Province.

Notes:
- As an ideal.
- If level playing field means equal to provincial government - it's not going to ever be so. If it means "equal to each other" - fine.

Agree	Disagree	Modify	**Focus on cooperation, not blame:** don't pick a regional villain.
68	21	22	

Disagree:
- Delete
- Would like to see the leadership guideline framed in a more positive manner.

Modifications:
- Add ", put past away."
- Delete" ", not blame: don't pick a regional villain."
- Instead: "Focus on cooperation and mutual benefit."

Agree	Disagree	Modify	**Shared information protocols and aggregation of information to**
82	20	9	**deal with regional issues.**

Disagree:
- Delete
- Remove, as is covered under guideline #1 (communication).

Modifications:
- Delete the word "regional."

Agree	Disagree	Modify	**Focus on the substantive issues:** do not spend too much time negotiating the minuscule.
82	20	9	

Disagree:
- Delete
- What is important for a municipality may not be as important as identified by community.

Modifications:
- Delete the expansion comments.

Notes:
- Nice objective.

Agree	Disagree	Modify	**Flexibility to accommodate different community standards:** do not force consistent standards.
111			

Notes:
- Diversity is strength of region.

Agree	Disagree	Modify	**Consistency between funding assumptions and decision making systems.**
15	29	67	

Disagree:
- Delete [2 groups mentioned]
- Needs clarification.

Modifications:
- This must be clarified. [5 groups mentioned]
- Unclear - no opinion *(counted as a "modify" vote)*
- Clarify consistency. "Funding commitments to be honoured to support the decision making process."
- Clear definition of decision process. A facility that will benefit entire region, but who pays?

Agree	Disagree	Modify	**An agreed way to resolve disputes.**
91		20	

Modifications:
- Need work. Needs to be more positive. Info needs to be qualified.
- New wording: "Protocol for dispute resolution."

Notes:
- Not a problem to disagree sometime or agree to disagree. Some disputes may never get resolved, but an agreed approach/process needs to be in place and agreed to.

Additional Guidelines
- Service standards and taxation levels should be determined at the local level.
- Shared Vision: A common understanding of the direction for the region.

Additional Comments
- All are "blanket statements" and are presented in such a manner they are difficult to disagree with.
- While we do not disagree with the existing proposal, we are not seeing enough emphasis on the NEEDS and QUALITY OF LIFE of our ratepayers.

2 GROUP C - SHARED FRAMEWORK FOR REGIONAL RESPONSIBILITIES:

THAT a framework of regional responsibilities be developed jointly between municipalities and province (following Group C recommendations). The framework must describe regional responsibilities and allocate public revenues to support the cost of meeting those responsibilities.

Modification to Proposal:
- The framework must describe regional and provincial responsibilities and allocate public revenues (federal, provincial, municipal) to support, etc.

A New Relationship

Modification: Expand "New Relationship" with, "A collaborative approach between the provincial and municipal governments."

Agree	Disagree	Modify	A clear delineation of roles and responsibilities; with accountability for
79		32	assigned responsibilities.

Modifications:
- Add: clear delineation of roles and responsibilities "of all partners" ...
- Delete "with accountability for assigned responsibilities."

Agree	Disagree	Modify	Financial viability for all partners.
78	10	23	

Disagree:
- Delete.

Modifications:
- Change "viability" to "responsibility."

Agree	Disagree	Modify	A financial relationship that takes delineated roles and responsibilities into account. Appropriate distribution of public money, based upon the predictable costs of fulfilling assigned roles.
60		51	

Modifications:
- Clarify, "public money."
- Recognition of funding sources.
- Delete, "Appropriate distribution of public money ....."
- This should address inter-municipal as well as municipal/provincial management.
- This should apply to revenue equalization and resource sharing.

- If there is inter-municipal resource sharing, there should also be inter-municipal cost sharing with new development.

Shared Frameworks for Shared Success

Introduction:

Agree	Disagree	Modify	The future success of the region will require guidelines that are mutually agreed to by both levels of government. These include:
86		25	

Modifications:
- Add, "Appropriate funding mechanisms are in place to ensure the financial viability of the partners."
- Change "agreed to" to "acceptable."
- Emphasize "mutually agreed."

Agree	Disagree	Modify	A growth management framework that would positively influence the form, efficiency and quality of regional development patterns.
89		22	

Modifications:
- Clarify "growth management framework."

Agree	Disagree	Modify	An environmental management framework that recognizes joint responsibilities to address environmental issues affected by global environmental policies.
89		22	

Modifications:
- Delete "environmental management."

Agree	Disagree	Modify	An economic development framework for cooperative and effective action in the global marketplace.
103		8	

Agree	Disagree	Modify	A social responsibilities framework that guides responsibility and action on regional social issues.
77		34	

Modifications:
- Add cultural along with social responsibility.
- Delete, "social responsibilities."

Additional Comments
- Negotiate with Province the rules - focus on delineation roles.
- Review tax properties distribution for various local and regional services.
- Looks good. It is clearly needed. However, we need to improve the means of communication between municipalities and the province. We need a vehicle of framework for communications with the province. We need to be careful in relation to how much pressure we put on the property tax base, that municipalities don't wind up with more responsibilities than they can handle or afford.
- No change to the current municipal taxing authority and allocation.

- We do no want the Province interfering with the municipalities' autonomy and self-determination of allocation of funds.
- The Province needs to address the issue of a percentage of income tax dollars coming back to the municipalities. Recognizing that municipalities have had to generate or reallocate funds for services that at one time were paid for and delivered by the Province.
- Province must participate. Clearly define what the responsibilities are. Province not to renege on past promises.
- Clear delineation between provincial and municipal government relationships. Property service delivery/defined duties and tax collected for that service delivery under description in MGA.
- Delineation of roles must be jointly defined and carried out (prov/mun) and that must be recognized as an order of government. Adequate funding sources must be allocated toward agreed upon services to be delivered.
- Framework must respect the local autonomy of municipalities to provide "community-based services" which local municipalities assess and delivery well. FCSS recreation, culture, social housing are all needs which municipalities, being close to the people, are best able to identify and serve. We support the need for a framework.
- This makes a lot of sense.

3   GROUP B - DECISION FACTORS: THAT the Group B "Decision Factors" be adopted as guidelines for decisions about service integration.

Modification to Proposal:
- Qualifying statement: The following benefits must be identified prior to any regional agreements being entered into:
- Qualifying statement: A service should not be integrated regionally unless the following outcomes can be reasonably assumed:

Agree	Disagree	Modify	Citizens will receive better value for their tax dollars.
63		48	

Modifications:
- Remove, "better."
- Citizens will receive best value under current existing municipal governance system for their tax dollars. (Lifestyle and how taxpayers pay for that level of services they receive is one of choice.)
- Insert "continue to" before "receive."
- Replace "will" with "must." Delete "for their tax dollars."

Agree	Disagree	Modify	Citizens will benefit from service and facility enhancements (including access to expertise and specialized equipment).
81		30	

Modifications:
- Remove bracketed phrase. [2 groups]
- Add, "where appropriate."

Agree	Disagree	Modify	An appropriate level of service will be delivered in each community.
60		51	

Modifications:
- Who determines "appropriate" level?
- Services must be in the best interests of citizens and at an appropriate level determined locally.
- Add, "as determined by (each/that) community." [2 groups]
- Insert, "continue to" before "be."
- Each community will be able to determine their appropriate level of service.

Agree	Disagree	Modify	Citizens will know who is responsible for service delivery and
101		10	concerns.

Modifications:
- Insert, "continue to" before "know."

Notes:
- Educate public about service sources - whom is responsible for delivery.

Agree	Disagree	Modify	There will be economic benefit to the region (total cost will decrease
72	10	29	and/or desirable economic spin-offs will result).

Disagree:
- What has this to do with delivery of service?

Modifications:
- Insert, "environmental and social" between "economic" and "spin-offs."
- Include environmental, social, etc.
- Remove "economic" (looks more "big picture").

Agree	Disagree	Modify	Volunteerism will be supported.
81	12	18	

Disagree:
- Delete.

Modifications:
- Add, "protected and valued." (Youth and senior volunteerism is underutilized.)
- Insert, "continue to" before "be."

Agree	Disagree	Modify	Service managers will be accountable to local citizens.
57	39	15	

Disagree:
- Delete. [4 groups]

Modifications:
- Add, "through their elected officials."
- Replace "citizens" with "municipalities for the agreed to service levels."

Agree	Disagree	Modify	There will not be an unacceptable increase in the size or levels of
48	10	53	government.

Disagree:
• Delete.

Modifications:
• Not another level of government.
• Remove, "unacceptable." [2 groups]
• Replace, "unacceptable" with "new."
• This addresses structure - ties to Item #1. Restructuring must not lead to another level of government (i.e., elected RHAs).
• Change to, "Any increase in the size or levels of government must be acceptable."

Agree	Disagree	Modify	Local identity and pride will be maintained.
81	10	20	

Disagree:
• Can't be mandated.

Modifications:
• Replace "maintained" with "recognized."
• Change to, "Quality of life will be maintained and enhanced."

Additional Comments
• Services should be provided by the appropriate level of government. Downloading without funding or municipal input is a constant concern.
• Any change in government will reflect the scope and magnitude of services delivered.
• We agree provided that what we are talking about here is "service delivery." We are also of the view that these services are matters of voluntary participation.

4 **GROUP A - GOVERNANCE MODELS:** What governance model is best for this region in the long term (20 to 40 years)?

49	Voluntary forum (ACRA) - Evolved
8	Mandated coordinating agency
5	Sub-regions
49	Other

Voluntary Forum (ACRA) - Evolved
• We will **evolve over a period of time to sub-regions**; but that should be natural evolution - not forced. [6]
• An extended/evolved ACRA seems to be a more cost effective choice as the framework for autonomy and cooperation is already in place. [6]

- General agreement that the ACRA - Evolved model could be allowed to proceed **with required improvements** as deemed necessary (e.g., decisions making process to finalize issues in an appropriate time frame). [8]
- Starting point that **may lead and grow toward coordinated agency**. 50 years ago, our families had a vision of where we would be (farm family life). Should be sense of what's best in quality, local governance. Flexibility to evolve is ongoing and nothing should be etched in stone. Municipalities must not be sold short in our ability to address local, regional issues. We are favourably progressing. We will need to provide a united front to the Province and there needs to be a mandate to be at the table where we can't just walk away without a mandate or commitment. More than just the Mayor of Edmonton has to be at the table so effective/equal representation from Edmonton is at the table. Edmonton is a big player and their representative has a large role in governance. Governance doesn't necessarily have anything to do with delivering good services to people. Concern about what would constitute the mandated body. [8]
- Extend the existing ACRA model **including core mandated services** as well as an optional menu of other regional services. The regional municipalities will determine which services will be mandated and which services will be optional to the region.[9]
- Evolve the existing forum (ACRA) **so membership is compulsory**. The forum is made up of elected officials. ACRA would establish priorities, make decisions and address problems at regional level. Assumption: this would be augmented by appropriate provincial funding and agreements that would allocate costs for regional development or services to participating municipalities. [8]
- ACRA **with compulsory membership**. Allocation of power to coordinate service with Province as a partner. [2]

Other

ACRA-MCA
- There is no consensus for any of these models. However, **some combination of ACRA-Evolved and MCA** seems to hold the best potential. [9]
- ACRA **needs to become mandated and funded**. If ACRA became mandated and funded: municipality has to stay; membership must be mandated; service delivery on regional issues not local issues. [9]
- We are all very supportive of ACRA and feel that ACRA itself has not accomplished all it can be because it has not been recognized by, funded by, respected by, or empowered by the provincial government. We **see the evolution of ACRA into a mandated agency** assuming powers that it may negotiate with its member municipalities and the Province of Alberta. **ACRA needs a more clearly defined mandate and financial support. We believe membership should be mandatory, and funding secure.** Representation should be proportionate. Every municipality should have an equal voice but not necessarily an equal vote. In short, ACRA should be the organization dealing with regional issues and must play the key role in defining its mandate, funding and representation. [9]

MCA-Sub-regions
- Mandated Coordinating Agency based on 4 to 6 sub-regions. [1]

Other Suggestions
- The three proposed models can eventually become evolved and inter-mixed because of the 40 year suggested time line. [12]
- We need a more integrated model - Province/Municipality integration. Mandated central agency through a process of evolution to deliver some services. You "buy" into the service package. [7]

Additional Comments
- We disagree with attempting to develop a 20-40 year model. We will need to constantly revisit and update regional governance in the coming years. Municipalities should focus on the vehicle we need to move ourselves into the future.
- We would like to reduce the cost of "change" to the taxpayers. This process has never been accountable for its cost to the very taxpayers that we are looking at reducing costs to.
- Some support for all three, need for a lot more evaluation. Of those listed, mandated and subregion seemed to have more support [accounted for above]. There was concern expressed with not looking at other models.
- We see no need for a provincial government the way it exists now.

PLENARY DISCUSSIONS

Discussion of Workbook Results (hand out)

Q. Who are the stakeholders?
A. Stakeholder list consists of health boards, school boards, libraries, chambers of commerce, other authorities, (such as airport authority, capital region sewage commission), unions, etc. Stakeholder lists were forwarded to all municipalities for their advice and input.

Q. Are the responses representative of their organizations?
A. We have no way of knowing that from the workbook submissions. However, at the stakeholder discussions on October 26, most participants qualified that they couldn't speak on behalf of their organization, at that time.

Note: Double check that all school boards in the region are on the list.

Q. How valid are the data if it only represents 50 elected officials?
A. Everyone had the opportunity to respond. The workbook was intended as a test of some of the ideas provided by working groups A and B. The results are information for you –a tool to use in your discussion today and for the CEOs to review. We have to go with what we have.

Q. My understanding was that the workbook results were for the use of this group only - for the purpose of useful discussion.
A. The media are here.

Q. How much weight will be given to these workbook results?
A. It will be used as information that will assist Mr. Hyndman in writing his report.

Comment: In my opinion, there was considerable bias in the workbook. Stakeholders were led to the response that was desired.

Comment: I suggest we accept these workbook results as information and move on.

Facilitator: Is there still value in looking at these charts showing results?
General Agreement

Q. When stakeholders discussed the 4 to 6 sub regions proposal, did they specify how they thought it would work?
A. No. They were curious as to how it might work. We explained the idea generally as a "simplification" by reducing the number of players.

Q. Do you know what percentage of stakeholders were from Edmonton?
A. I don't have that information here. I suspect it's a similar pattern to the percentage of the population –around 70%.

Q. You mentioned ACRA in the short term. But you also mentioned the long term perspective. Are we looking at ACRA - short term? Long term?
A. Both ideas are alive.

Q. Who are the Municipal Employees?
A. The CAOs of each municipality also received the workbook. Their responses are listed as Local Government Employees.

Proposals

1. Group A - Leadership Guidelines. That the Group A leadership guidelines be accepted by elected officials throughout the region.

Q. I am still not sure about whether you design service delivery or governance first?
A. They are two different ways of looking at it - "governance" is top down thinking - "service delivery" is bottom up thinking. The regional frameworks suggested by Group C and the principles proposed by Leduc, Fort Saskatchewan and other municipalities are a third way of approaching the solution. I believe all will converge eventually.

Comment: I believe the leadership guidelines we will discuss today are a critical component.

Comment: I suggest that the "Guidelines" be changed to "Principles/Values" - without those, we'll get nowhere.

Comment: I suggest that we don't necessarily have to resolve these items today. We just need to know where we are going with them.
A. Yes, what the critical components are and how we are going to resolve them will be the main thrust of Mr. Hyndman's report.

Q. Describe what you mean by long term. Do you mean we should be thinking about what we think will work in 30 years? Or do you mean it should be something that we can put into place now that will survive the test of time?
A. It should be something that will survive the test of time. How soon it is put into place has not been decided.

Comment: As a member of Group A, I wish to point out that the Group A report is misleading. There are two errors:
1. On page 1 it says that Group A "rejected" some of the approaches. Group A did not "reject" any ideas. They recommended that three of the ideas seemed to have promise.
2. On page 4 it says that four other possible governance frameworks "do not merit further consideration." Again, it was never Group A's intent to discard these other models. We felt the review should be open to talk about anything else.
A. Thank you, I accept your comments and I apologize if I did not capture the intent of the group's thoughts. I summarized the discussions and forwarded the draft report to Group A members for review. We will do what we can to document your requested revisions, although the report has been circulated widely since August.

Q. I described Mandated Coordinating Agency to my council members as sort of a "mandated" ACRA - is that correct?
A. Most importantly, in Group A's ideas, "mandated" means that the member municipalities would create their own mandate - up front - and then membership would be mandatory. ACRA could certainly be the basis upon which you would build that model.

Comment: You could instead create an organization that would have an appointed board of governors or directors who are elected officials. In that case, I don't think it would necessarily be another level of government.

Comment: I would like to caution that when we are thinking of a structure that will last for the long term, it's very difficult to predict the future and the many outside stimulae that may affect it. We need a model that allows for a process of evolution. We could build something that responds to the stimulae today, but may not work in the long term.

Comment: A parallel example would be the Capital Region Sewage Commission. I believe you could have both models working together (Mandated Coordinating Agency and a Mandated Service Delivery Agency).

Comment: We have four proposals to discuss but I think that we must establish principles first as it affects the rest of the discussion.

2. Group C - Shared Framework for Regional Responsibilities. That a framework of regional responsibilities be developed jointly between municipalities and province (following Group C recommendations). The framework must describe regional responsibilities and allocate public revenues to support the cost of meeting those responsibilities.

Comment: It's critical that we get a new deal with the provincial government that recognizes municipalities as an order of government.

3. Group B - Decision Factors. That the Group B "Decision Factors" be adopted as guidelines for decisions about service integration.

Comment: Local citizens should still have influence on decisions. Representation by local officials is best for location decisions.

4. Group A - Governance Models. What governance model is best for this region in the long term (20 to 40 years)?

Q. Who's going to mandate?
A. The municipalities will have to negotiate amongst themselves which issues are of a regional nature, how they will be funded, and what decision factors are important.

Comment: I have a problem with getting the Province involved.
A. The Province would not be involved in that aspect. Municipalities would negotiate and create the mandate.

Q. Will the Province be donating?
A. The negotiation of a new relationship with the Province is part of Group C's work.

Q. Do the results of the discussion of Proposal 4 go to Mr. Hyndman?
A. CEOs need to pick up on the discussion. They will no doubt address the fact that money and ideas are tied together. They will have to decide (for instance, with delivery of water) how do you make that a regional decision? That's still in front of CEOs and granted, the short term can look different than the long term.

Q. With MCA, clarify the difference between mandated and compulsory membership.
A. Both ideas are there. First you are locked into a negotiated mandate. Second, the mandate and how its negotiated will determine how it works financially.

Q. You have indicated there is no role for the Province in determining the model. I would suggest they do have an interest.
A. That assumption is fair.

Q. Mandated is different in the Group B ideas?
A. Yes, the Mandated Service Delivery Agency would be a regional entity solely concerned with delivery of a service or services.

A Group A member clarified the difference (as he understood them during their discussions) between the ACRA model and the Mandated Coordinating Agency: The MCA was offered as a challenge to the existing ACRA model as they weren't sure where ACRA would be in 3 to 5 years. MCA would have a formal decision process vs. consensus building used in ACRA. The "mandate" is basically rules of membership - if you sign on, you accept those rules of membership.

5. Planning and Economic Principles. That the planning and economic principles tabled by the cities of Leduc and Fort Saskatchewan be adopted in principle and that the CEO network be asked to consider these principles when they discuss their recommendations to the Chairman.

Mayor Hodgins of Fort Saskatchewan introduced a fifth proposal [forwarded to municipalities on Friday, October 29].

Comment: I have a problem with "adopting in principle" this submission. I have no problem with discussing it, but I think it should go to the CEOs.

Comment: I too have a concern. Rather than adopting in principle, I believe we should receive their submission as information and refer it to the CEOs. This is excellent work but this is not the forum in which to discuss it.

Comment: There are some items, in particular item 3.6, regarding agricultural land use management that appear to designate agricultural land as just a "hold back" for future residential development. That is not appropriate and is biased against the rural municipalities.

Comment: I would like to compliment Fort Saskatchewan and Leduc on this submission. This is high level topics - right on track. Hats off to them.

Q. Didn't Group B deal with this?
A. Yes, the economic principles are an elaboration of Group B's work. And, the planning principles could be considered an elaboration of Group C's frameworks.

Comment: I suggest we receive them as information and move on.
Comment: I believe it would be useful exercise to discuss, if we have time.
Comment: I believe it will be difficult to discuss in small groups.

Comment: I suggest we refer it and move it forward to be discussed by CEOs, in conjunction with any other submissions that have been, or will be, received prior to our next [CEO] meeting.

Other Discussion

Comment: If we can deal with the basic philosophies in Proposals 1, 2 and 3, out of that would flow a form of governance.

Comment: Are these, in fact, governance models - or are they another layer of government? Even with any one of these in place, we could still have 22 municipalities governing the region. The Greater Vancouver Regional District requisitions municipalities for their funds. We should ask the Province to fund ACRA.

Comment: ACRA today is voluntary, consensus building. My understanding is that ACRA extended is also voluntary. Although there is still room for larger commissions within that model to deliver services.

Comment: Funding is key. None of us have the resources required to pursue this. Any of these models will work to some degree. The Province should download some cash to get this going.

Comment: I would prefer to work on service models first.

Comment: No one wants another level of government. Mandated services will strengthen and confirm cooperation and coordination.

Q. When modifications are suggested, do you need an indication of consensus from all groups before the changes are made?
A. The comments will go to the CEO network where we will propose getting a smaller group together to redraft modifications.

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Alberta Capital Region Governance Review

Summary of Municipal Responses received prior to February 1, 2000

Following is a list of submissions received with a brief summary of the submission content. Many of these submissions are posted in full on the Alberta Capital Region Governance Review web site <WWW.ACRGR.ORG>. Those not posted on the web site are available through the Project Office in Edmonton at 423-4731 or toll free at 1-800-361-9362.

* Denotes Position by Council

DATE	MUNICIPALITY		NAME	DESCRIPTION
12/15/99	Bon Accord, Town of	*	Dave Latta Mayor	Supports submissions provided by City of St. Albert, and City of Spruce Grove.
12/31/99	Calmar, Town of	*	John Scott Mayor	Supports the Mandated Coordinating Agency. Supports the submission to the Review provided by City of St. Albert. Supports the region as a whole participating, but mandatory participation in all programs not necessary. Supports maintaining local autonomy and standards of living. Supports accountability to residents and involvement of residents in their future.
12/13/99	Devon, Town of	*	Bob McDonald Mayor	Supports Mandated Coordinating Agency for delivery of some services which cross multiple municipal boundaries and/or that could be provided more effectively if done collectively, without decreasing existing community service levels.
11/15/99	Edmonton, City of		City Council Office of the City Manager	Do not support ACRA model, either Evolved or Mandated. Do not support any mandatory regional government in which voting representation does not reflect the population and financial contribution of member municipalities, and the regional entity does not provide some significant level of services to the region. Other options, including mandated regional service delivery would still be considered.
11/08/99	Edmonton, City of		Edmonton Regional Governance Committee	Regional Governance. Edmonton's elaboration of the four to six sub-region approach from Working Group A and the recommended service areas for increased integration.
11/04/99	Edmonton, City of		Edmonton Regional Governance Committee	Governance and Service Delivery Problems and Issues. An identification of current problems and issues, from the perspective of the City of Edmonton. Agree that jointly developed principles for future regional governance and service delivery decisions should be the focus of the Review.

DATE	MUNICIPALITY	NAME	DESCRIPTION
12/21/99	Fort Saskatchewan, City of	Don Westman Deputy Mayor	Supports a voluntary ACRA model, with a Mandated Service Agency offering some core and some optional regional services. Supports a redefinition of provincial/municipal roles and responsibilities with a focus on the frameworks developed by Working Group C.
12/09/99	Legal, Town of	Richard St. Jean Mayor	Supports the submission provided by the City of St. Albert. Supports regionalization of services where it makes economic and service delivery sense and that the level of service be determined at the local level. Supports Mandated Coordinating Agency.
11/25/99	New Sarepta, Village of	Alice Rapp Mayor	Supports the continued enhancement of shared services with neighbouring municipalities. Supports continued involvement of ACRA. Do not support amalgamation.
11/09/99	Parkland County	Elsie Kinsey Reeve	Endorse "no forced amalgamations." Parkland taxpayers to have final direction through a plebiscite on any governance.
12/14/99	Redwater, Town of	Brian Brigden Mayor	No formal position regarding regional governance. Agree there is opportunity for improved efficiencies. Voluntary participation in selected regional services bodes the greatest potential for success.
12/16/99	Spruce Grove, City of	Joe Acker Mayor	Supports regional solutions built on consensus based co-operation and consistent with Spruce Grove's Regional Principles.
12/07/99	St. Albert, City of	Paul Chalifoux Mayor	Supports a Capital Region Partnership that would be a service coordination or service delivery agency. The CRP would also provide a forum for discussions with the provincial government on matters of regional municipal interest, and provide mechanisms to ensure effective and timely regional decision making with fair representation.
12/14/99	Stony Plain, Town of	Donna Cowan Mayor	Supports regionalization of services where they make economic delivery and community sense.
12/08/99	Sturgeon County	Frank Schoenberger Reeve	Supports ACRA - Evolved. Give municipalities the opportunity to show leadership, to voluntarily work together.
01/15/00	Thorsby, Village of	John Elson Deputy Mayor	Not ready to embrace regional government. Favour co-operation and evolutionary development to preclude major bureaucratic interference.
12/10/99	Warburg, Village of	Marlene Steele Deputy Mayor	Amalgamation or annexation is not an option. Increased cooperation among communities is preferred. Some services could be considered from a regional standpoint in the future.

Municipality Responses to Preview of Recommendations
March 2000

Municipality	CEO
Beaumont	Mayor Ken Kobly
Bon Accord	Mayor Dave Latta
Bruderheim	Mayor Dave Calder
Calmar	Mayor Jack Scott
Devon	Mayor Bob McDonald
Edmonton	Mayor Bill Smith
Fort Saskatchewan	Mayor Ken Hodgins
Gibbons	Mayor Bill Nimmo
Leduc	Mayor George Rogers
Leduc (County)	Reeve Ed Chubocha
Legal	Mayor Richard St. Jean
Morinville	Mayor Ted Code
New Sarepta	Mayor Alice Rapp
Parkland	Reeve Elsie Kinsey
Redwater	Mayor Brian Brigden
Spruce Grove	Mayor Joe Acker
St. Albert	Mayor Paul Chalifoux
Stony Plain	Mayor Donna Cowan
Strathcona	Mayor Vern Hartwell
Sturgeon	Reeve Frank Schoenberger
Thorsby	Mayor John Hillary
Warburg	Mayor Richard Carstairs

VILLE DE / TOWN OF

BEAUMONT

OFFICE OF THE MAYOR / BUREAU DU MAIRE

Store... 4th Street
Beaumont, Alberta
T4X 1A1

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Fax   780-020-8720
email admin town Beaum...

March 15, 2000

File: 110-06

Lou Hyndman, Chairman
Alberta Capital Region Governance Review
#1250, 10055 – 106 Street
EDMONTON, Alberta
T5J 2Y2

RE: Draft Report

Lou, our Council dealt with this matter on March 7th, 2000 and agreed to send a letter of support, albeit somewhat cautious and qualified.

Our Council generally agrees with the directions that you have set out to formalize the cooperative initiatives for the betterment of the Edmonton region. We understand the organization will have a legislative mandatory membership and authority to require compliance with its initiatives/directives. We further understand that the regional body will provide some sort of planning and municipal service integration as its primary objectives.

The concerns discussed are three-fold. First, there is a major concern about representation. Suggestions that a geographical area will appoint representatives is an option we are not inclined to support. (Such a representation could form sub-regions without that being the intent.) There are many other options (ie. weighted vote, representations from Towns, Counties, Cities and others - which I am sure will be discussed over the next six months or so. I personally do not see any difficulty with twenty-two members such as the ACRA has proved somewhat workable (understanding that Edmonton's concerns for representation must be addressed).

Second, the growth management statement has raised some red flags for us (and I'm sure for others). If the statement is meant to accommodate growth through good management and the provision of necessary services, there may not be an issue for us. If it is meant to determine who can grow, at what rate, when, and in what direction; we have grave concerns.

Third, concerns have been expressed about regional service commissions. A statement has been made that the regional sewage commission does not need to be regionalized – it works well now. The Leduc & District Landfill is an operation we are proud of in this area, providing good service at reasonable rates for substantial time into the future. We acknowledge that there will be concerns about preservation of benefits achieved and achievements anticipated which will need to be dealt with.

.../2

Our Council would like to see an organization which seeks to improve the competitive position of this region in the local, regional and global marketplaces. It would be an organization that recognizes its allegiance to its members before itself. It would be an organization that saves more than it costs.

Lou, the above is a collage of comments which represents the many opinions voiced by our Councillors, to which we could all agree. Our support to go forward and work on flushing out the details of your concept is certainly there; but, we would certainly like the points of this letter taken into account as the process goes forward.

Yours truly,

Ken Kobly, FCGA
Mayor
TOWN OF BEAUMONT

/cmck
(L_RegGovernance position)

cc: Councillors, Regional Governance CEO's, Managers

P.O. Box 100
Bon Accord, Alberta
T0A 0K0

(780) 921-3550
Fax: (780) 921-3585

March 13, 2000

Town of Bon Accord
"The Warm-Hearted Community"

e-mail: tbonacrd@compusmart.ab.ca
web: compusmart.ab.ca/townofbonaccord/index.html

The Alberta Capital Region Governance Review
1250, 10055 - 106th Street
Edmonton, AB T5J 2Y2

Attention: Lou Hyndman

Dear Mr. Hyndman:

Members of Council have recently reviewed the recommendations for regional governance.

Council is concerned with the make-up of the Board of Governors for the proposed regional council. We believe that a twelve member Board of Governors will not fairly represent the views of 22 municipalities. How will the views and concerns of Bon Accord be presented and decided? If the regional council is to have requisitioning powers, a member of this council will be required to have a seat on the regional council.

On behalf of Council, we look forward to reviewing the study later this month and participating in drafting the charter.

Yours truly,

Dave Latta
Mayor

cc: Chief Elected Officials

TOWN OF
BRUDERHEIM

P.O. Box 280 Bruderheim, Alberta T0B 0S0
Telephone (403) 796-3731 Fax (403) 796-3037

March 15, 2000

Mr. Lou Hyndman
Project Chairman
Alberta Capital Region Governance Review
C/o Equus Consulting
1250, 10055 – 106ᵗʰ Street
Edmonton, Alberta T5J 2Y2

Dear Mr. Hyndman

On behalf of the residents of Bruderheim and my colleagues on Council, I
want to thank you for the opportunity to participate in the Alberta Capital
Region Governance Review. Though we are a small Town on the very
perimeter of the Capital Region, you and all of the municipal representatives
involved in the review have treated us with the greatest of respect. There
has always been a platform for us to openly express our views. This speaks
highly of the leadership in this region.
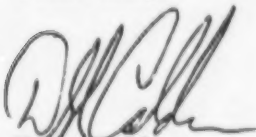
After thoughtful debate, our Council has decided it would be appropriate for
Bruderheim to withdraw from the review process. I offer the following
reasons for our decision:

1. Bruderheim is the only municipality located beyond the borders of the
   four counties adjacent to Edmonton. The Capital Region should establish
   a boundary and common sense would dictate that Bruderheim would fall
   outside the boundary.

2. Most of our service delivery agreements, with the exception of our special
   partnership with Strathcona County, are with neighbouring
   municipalities that are located within the geographic borders of Lamont
   County.

3. We see limited return on our investment of time and money, given the
   distance we are from the center of the region. Our resources may better
   be spent directly serving our residents.

... /2

I would like to make it abundantly clear that our withdrawal is not based on disenchantment with the ACRGR concept, process or recommendations. On the contrary, we thank all of the Capital Region municipalities for valuing our participation and wish you every success as this project unfolds.

In light of our decision to withdraw from the ACRGR, Bruderheim will not submit a response to your Initial Report.

Yours truly,

Dave Calder
Mayor

OFFICE OF THE MAYOR

March 21, 2000

Mr. Lou Hyndman, Chairman
Alberta Capital Region Governance Review
#1250, 10055 - 106 Street
Edmonton, AB. T5J 2Y2.

Dear Mr. Hyndman:

Thank you for the opportunity to review and comment on your preview recommendations in your February 29, 2000 report.

Calmar Council reviewed this report at a meeting held on March 20, 2000, and offer the following comments to your report.

Our Council does not support the creation of another level of Government, our concerns are that the proposed regional council has the potential to become such a body.

If a Regional Council is established we strongly believe that all 22 municipalities must have a voice at the table. Decisions on service delivery models in the region need to be discussed fairly and openly by all members of the region.

Representation on the regional council should not be determined primarily based upon population, however, the Town of Calmar recognizes the need for all members to be represented fairly, how this balance will be achieved is unclear to our Council at this time.

Service delivery systems currently in place in the region are successful and maintain to either reduce delivery costs or strive to maintain those costs. To date through this review process we as a Council struggle to understand whether these systems are broken, not effective nor in the public's best interest, is there a need to fix it.
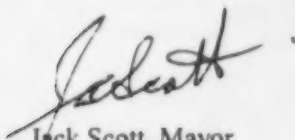
If a Regional Council is established would this affect our municipality in receiving the per capita from the province for local capital programs that our Council is responsible for in our community. Would this regional council take over project management of these great funds under the growth management process.

Our Council supports that all municipalities must be represented at the table for regional service delivery systems, would a municipality have the ability to opt out of a delivery system that would not be financially viable for that community.

In conclusion, our Council believes that prior to implementation of your recommendations that we as a region receive some indication from the Provincial Governments as to whether or not this plan of action is supported.

Thank you for allowing the Town of Calmar to respond to your recommendations.

Yours truly

Jack Scott, Mayor
Town of Calmar

JS/kh
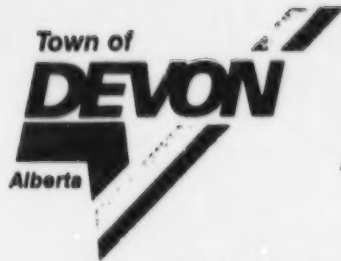
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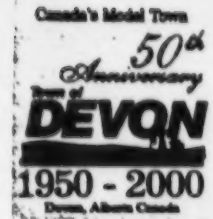
March 21, 2000

Alberta Capital Region Governance Review
1250, 10055 – 106 Street
Edmonton, Alberta
T5J 2Y2

Attention: Lou Hyndman, Project Chair

Dear Mr. Hyndman,

Re: Interim Report Preview

The following comments are made in reference to the Alberta Capital Region Governance Review slide presentation dated February 29, 2000, and have been adopted by the Town of Devon Council at a Special Council Meeting held March 21, 2000.

(Slide 7) Recommendation – Regional Governance Must be Formalized

> As long as an effective and well-designed system is put into place, the formalization of the system will strengthen it.

(Slide 8) Recommendation – A Vision of Partnership and Communication

> We have always supported these principles.

(Slide 9) Leadership Principles

> We also support these principles.

(Slide 10) Recommendation – A Regional Council

Will accept a charter that has been created and approved by each participating municipality. The charter should be developed within a reasonable timeframe. The charter should not provide for requisition authority but should ensure municipal involvement. It must reinforce core services and must not delegate provincial responsibilities to municipalities or the Regional Council. Ideally, the charter would possess the flexibility to evolve to address changing needs in the region.

(Slide 13) Characteristics of the Regional Council (cont.)

Provincial funding to individual municipalities should not be adversely affected by provincial funding to the Regional Council. We do not support any staff being seconded to the secretariat. An administrative secretariat that is economical and that is paid for by the province would be supported.

(Slide 15) CEO's to Build a Charter

Each council must ratify the charter individually.

(Slide 16) Recommendation – A Two Year Start-up Period

Any changes in responsibility in the service areas must be reflective of the municipality's wants and needs.

(Slide 17) Two Year Start-Up

All member municipalities must be represented on the board of governors to assure accountability to residents.

(Slide 18) Recommendation – Clarify Regional Responsibilities

Municipalities should manage their own planning and growth. Social responsibilities should continue to be a provincial responsibility. The statement "(The Regional) Council should work in partnership with the Province to clarify responsibilities and relationships" is a provincial matter, not a regional one. Any authority for economic development and environmental management given to the Regional Council should not exceed the scope of existing municipal activities.

(Slide 19) Recommendation – Partnership with the Province

We would support the removal of the "silo" approach to funding. However the Province must maintain their funding relationships with the existing individual municipalities.
The Province must accept on-going financial responsibility for their initiative to create Regional Governance.

(Slide 20) Financial Sustainability of Municipalities is Important

Any changes to Property Taxation should be dealt with on a Provincial, not a regional basis . We are concerned with the introduction of revenue and cost sharing. (bullet in the March 6th Backgrounder ,page 2 of 4)

(Slide 21) Recommendation – Service Integration to be Guided by Nine Goals

The municipality must retain the right to choose service providers for whatever services it wishes to supply to its residents.

(Slide 22) Likely Service Integration Candidates

The municipality must retain the right to choose service providers for whatever services it wishes to supply to its residents.
Caution: Bigger is not always better. Optimum sizes can be exceeded.
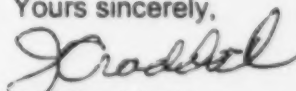
(Slide 23) Unlikely Service Integration Candidates

The municipality must retain the right to choose service providers for whatever services it wishes to supply to its residents.

(Slide 25) Stage 4 Studies

Measurement tools to identify successes and failures are important. We are concerned that the report indicates that the University of Alberta has been engaged to develop measurement tools without appropriate municipal involvement.

Yours sincerely,

Jeff Craddock
Deputy Mayor

Mayor Bill Smith
City of Edmonton

2nd Floor, City Hall
1 Sir Winston
Churchill Square
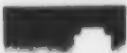
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Canada T5J 2R7

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Fax (1-780) 496-8292

March 20, 2000

Mr. Lou Hyndman, O.C., Q.C.
Project Chairman
Alberta Capital Region Governance Review
1250, 10055 – 106 Street
Edmonton, Alberta   T5J 2Y2

Dear Mr. Hyndman:

Thank for the opportunity to review and respond to the "preview recommendations" and background information you released on February 29 and March 6, 2000. The attached series of twenty-one statements were approved by Edmonton City Council at a Special Council Meeting held on March 10, 2000. The statements respond directly to your "governance", "relationship with the province" and "service delivery" recommendations. In addition, I have also attached a copy of the position statement on regional governance approved by Edmonton City Council on February 1, 2000 and forwarded to you previously.

I trust that you now have a clear understanding of Edmonton City Council's position on regional governance and your "preview recommendations". While we continue to be supportive of the need to redefine regional decision-making and service delivery, we will not commit to the next stage of the ACRGR process without some clear direction and commitment from the Minister of Municipal Affairs and our municipal partners in the Edmonton region. Edmonton City Council is adamant that we must seek solutions that recognize the population and central role of the City of Edmonton in this region.

Yours truly,

Bill Smith
Mayor

Enclosures

c: ACRGR CEO Network

Edmonton City Council Position

on the Preview Recommendations
for the Alberta Capital Region Governance Review

Statements in Response to Recommendations 1-5
Regional Governance

- If there is to a regional decision making body, Council agrees that there is a need to formalize it.

- If there is a regional decision making body, dependent on voting allocation, Council supports mandatory, long-term membership.

- Council does not support the ACRA model, either evolved or mandated.

- Council will insist that all decisions of a regional body support both the economic and social prosperity of the City of Edmonton.

- Council supports the use of "Edmonton" in the name of any regional body.

- Council does not support the creation of another level of government.

- Council will withhold on a decision to participate in the next stage of the ACRGR pending adequate commitment by the province and regional municipalities.

- That any process at the CEO Network to further define the roles and responsibilities of the Regional Council should be clearly defined and approved by the City of Edmonton, prior to its implementation.

- Council will insist on a voting and representation system based on representation by population.

- Council will seek a very restrictive opting out provision for the regional council.

- Council will not support a secretariat or financing formula that results in a net cost increase to the citizens of Edmonton or overly rely on the City's resources and expertise or does not recognize the possible need to adjust the funding currently provided by individual municipalities for services which may be regionalized.

- Council will not enter into a process without agreement on a timetable for change.

Statements in Response to Recommendations 6-7
Relationship with the Province

- Council is very supportive of the Chairman's statement that "the development of a formal approach to regional governance is also the time to review the adequacy of the property tax as the principal revenue source for emerging requirements of local government".

- Council calls on the Province to initiate, in consultation with municipalities, a process designed to clarify roles and responsibilities, including the matching of appropriate revenue sources.

- Council does not wish to proceed any further until the Minister of Municipal Affairs defines the objectives, directions and expected outcomes of the next stage of the ACRGR process.

Statements in Response to Recommendation 8
Service Delivery

- Council does not support any regional entity that does not provide some significant level of services to the region.

- Council is supportive of mandated regional service delivery, dependent on voting decision.

- Council will not support the proliferation of regional service commissions.

- Council will not support the establishment of regional service commissions that result in a net cost increase to the citizens of Edmonton.

- If service commissions are established, Council will insist on appropriate financial compensation of the City of Edmonton's investment in all infrastructure.

- Council will seek a very restrictive opting out provision for the regional service commissions.

City of Edmonton's City Council Position Taken
February 1, 2000

That Mayor B. Smith advise Mr. Lou Hyndman, Project Chair, Alberta Capital Region Governance Review, that Edmonton City Council's "Official Position" is:

1. In considering the three Working Group A options, Edmonton City Council feels that there could be potential mutual benefits associated with the "Four to Six Sub-Regions" model. Council does not, however, support the ACRA model, either evolved or mandated and does not support any mandatory regional financial contribution of member municipalities. Council also does not support any regional entity that does not provide some significant level of services to the region.

2. Subject to paragraph one, Edmonton City Council would still consider supporting other options, including mandated regional service delivery.

FORT SASKATCHEWAN

March 15, 2000

Mr. Lou Hyndman, Project Chairman
Alberta Capital Region Governance Review
c/o Equus Consulting
1250, 10055 – 106 Street
Edmonton, AB T5J 2Y2
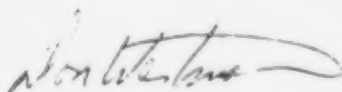
Dear Mr. Hyndman:

Thank you for the opportunity to comment on your February 29, 2000 report concerning regional governance, service delivery and new partnerships with the Province.

On behalf of the Mayor and Council of the City of Fort Saskatchewan, please find attached the City's comments on your initial report. The City of Fort Saskatchewan's Community Advisory Committee and Chamber of Commerce were consulted in the preparation of this response.

Once again, thank you for providing this opportunity. We look forward to continuing to work cooperatively with our neighbouring municipalities and the Alberta Capital Region Governance Review.

Respectfully,

Don Westman
Deputy Mayor

DW/sae
Attachment

CITY OF FORT SASKATCHEWAN

COMMENTS ON THE CHAIRMAN'S REPORT

ALBERTA CAPITAL REGION GOVERNANCE REVIEW

1.0   INTRODUCTION

This submission contains the observations of the City of Fort Saskatchewan concerning the February 29, 2000 report of the Alberta Capital Region Governance Review with respect to governance, service delivery and a new partnership between the Province and municipalities in the Alberta Capital Region. This response has been prepared under tight timelines and reflects the information that has been released by the Chairman. Comments contained herein also reflect recent input from the City of Fort Saskatchewan Community Advisory Committee whose membership reflects a broad cross section of the community. City Council has also consulted the Fort Saskatchewan Chamber of Commerce in the preparation of this submission.

The City will provide further commentary on these matters as further information becomes available and will commit to supporting the process of defining a new future for the Alberta Capital Region.

2.0   DISCUSSION

The City of Fort Saskatchewan is pleased that the autonomy of Capital Region municipalities has been respected and that major recommendations deal with service integration throughout the Alberta Capital Region. The recognition of the need to define a new partnership with the Provincial government is also applauded.

2.1   Observations on the Proposed Regional Council

The City is concerned that the proposed Regional Council has the potential to become another level of government which is not required now or in the future. The City, through an extensive public consultation process conducted in 1999, determined that City residents do not support the creation of another level of government to deliver services in the region. Fort Saskatchewan submits that the structure and representation model for the proposed Regional Council must effectively accommodate the diverse needs of the region such that no one community will be allowed to dominate the establishment of service priorities and other regional issues. Representation on the Regional Council should strive for a balance between representation by population by recognizing the City of Edmonton's population base and the need of the other municipalities in the region to be adequately represented on the Council. The City questions whether this can be accomplished under a twelve member Council format and it is highly likely that alternatives will need to be examined to achieve balanced representation. The establishment of a charter to guide this new entity must reflect and respect the strengths of the region and the diverse lifestyle options that presently exist.

It is understood that the Regional Council will play a key role in facilitating service delivery while not engaging directly in service delivery. Municipalities must remain as the central focus of service delivery to residents unless it can be demonstrated that partnerships with the private sector can achieve desired efficiency and effectiveness. The future structure of the Regional Council should therefore reflect a policy setting function and should not be allowed to become another Greater Vancouver Regional District that requires significant time, resource and funding commitments.

Fort Saskatchewan does not believe that the Regional Council should act as the only window of contact between municipalities and the Province. Municipalities must retain the ability to deal directly with the Province on issues that do not fall within the scope and mandate of the Regional Council.

2.2   Mandate for Regional Service Delivery

Fort Saskatchewan submits that the mandate and charter for the new Regional Council should reflect that selected services with regional significance will require mandatory participation: Services that fall into this category include:

➤   Regional growth management where municipalities will work together to deal in a positive way with intermunicipal and regional issues including economic development and the marketing of the region in the global economy. Local planning autonomy must be respected.
➤   Regional transportation planning;
➤   Disaster preparedness planning;
➤   Regional environmental services such as air and water quality monitoring;
➤   Regional utility coordination in services such as water and waste water treatment and solid waste management.

The Regional Council should also act as a facilitator for the cost effective and efficient delivery of various optional services to which municipalities can subscribe on a voluntary basis depending on local preferences. Any optional services would be charged to participating municipalities on a unit cost basis without cross subsidization.

2.3   Regional Framework and A New Partnership with the Province

The Chairman's proposal for a new relationship between the Province and Capital Region municipalities addresses a very important issue. Significant effort and thought will be required to ensure that the new working relationship between municipalities, the Province and the Regional Council, achieves a positive outcome and establishes clear roles and responsibilities. The new relationship should also address the present deficiencies such as the downloading of Provincial responsibilities and the need for a sustainable funding formula for all municipalities. Fort Saskatchewan supports the Provincial/municipal role redefinition with a focus on the following four frameworks:

➤   A growth management framework;
➤   A environmental management framework;

➢ An economic development framework; and
➢ A social responsibilities framework.

3.0 General Principles

Fort Saskatchewan recommends that the following principles should guide decisions on service delivery within the region.

➢ Arbitrary service standards will not be imposed across the region and service delivery systems will be priced to the extent possible on the economic premise of the relative cost to users.
➢ Service delivery systems will remain sensitive to local needs/preferences and any regional restructuring must reduce the cost of delivery in the region or maintain and improve effectiveness.
➢ Tax levels to property owners will not increase through service restructuring and it should be demonstrated that tax levels will decrease where possible.
➢ The financial viability and sustainability of any municipality must not be adversely affected through restructuring, taking into account revenue sources, including the property tax base and its shared use for educational purposes, municipal service responsibilities and related expenditures, and the requirements to maintain, replace and construct local infrastructure.
➢ The overall economic performance of the region will be enhanced through a combination of reduced costs, improved services and facilities, an increased regional presence and identify, and enhanced inter-municipal cooperation and collaboration.
➢ It must be demonstrated that the cost of implementing any preferred form of restructuring must be more than compensated for on a regional basis by the savings expected to be made through any changes.

Date: March 13, 2000

Town of Gibbons

Box 68
Gibbons, Alberta
T0A 1N0
Phone (780) 923-3331   Fax (780) 923-3691

March 21, 2000

File No. 11-B-7

Mr. Lou Hyndman, O.C., Q.C.
Project Chair
Alberta Capital Region Governance Review
1250, 10055 106 Street
Edmonton, AB
T5J 2Y2

Dear Mr. Hyndman:

Thank you for the opportunity to be able to respond to your draft report on the Regional Governance Review.

Attached is the Council of the Town of Gibbons comments.

Yours Truly,

William H. Nimmo
Mayor

WN/cw

e-mail gibbons@town.gibbons.ab.ca or on the web at www.town.gibbons.ab.ca

Council of the Town of Gibbons comments relative to the Alberta Capital Region Governance Review:

- The fundamental question that has been asked since the beginning of this study has not been answered. "What is broken?"

- It is felt that ACRA is successful at this time and will probably continue to strengthen.

- Council felt it lacked "direct recommendation."

- A Regional Council will not alleviate the neighbor issue. The boundaries do not stop at the study area.

- The representation suggestion will not work, as you will not get total buy-in.

- This body cannot in any way have requisitioning powers.

- Council feels that the direction should not be set by CEO's alone but there is a requirement for CAO's as they are an important part of the decision making process.

- It was felt that this would initiate another level of government.

#1 Alexandra Park
Leduc, Alberta T9E 4C4

Information
(780) 980-7177

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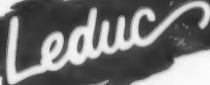
The Living City
With The Right Connections

March 08, 2000

The Alberta Capital Region Governance Review
1250, 10055 – 106 Street
Edmonton, Alberta
T5J 2Y2

By Fax: 780-425-4745 (original to follow)

Attention: Mr. Lou Hyndman, Project Chairman

Dear Lou,

Re: Draft report, Alberta Capital Region Governance Review.

Council in a regularly scheduled Committee meeting on March 06, 2000 reviewed your draft document. The CITY OF LEDUC offers the following points in response to the document. The responses are prefaced by the view, that no further action by the CEO group should be taken in terms of trying to build a framework to implement your recommendations until there is some clear indication from the Minister and or the Provincial government, whether or not the course of action proposed is supported.

1. **The new framework must not result in any service, which is not currently delivered at the local level, being transferred from the province. Examples include, Environment, Social welfare, and Health.**

2. **Secondment of municipal personnel to the new council is not a desired option, due to existing workloads, and possible question of the impartiality.**

3. **No one member should have 50% or more of the voting power.**

4. **With regard to the economic development component, we believe that it is essential that current "Best Practices" should not be lost in any effort to find the quickest solution. (For example, the Leduc Nisku EDA has been very successful by using a non-traditional approach, with a very modest budget and a large volunteer base)**

5. **We support the idea of a growth management framework.**

...../2

6. The proposed council will be a "de-facto" level of government.

7. The regional GIS/Communication, information system is very welcome (this will require provincial assistance to facilitate)

8. Service integration studies/administrative review is important but the time commitment from administrators could be a major problem.

9. On-going provincial funding to run the council (to deliver its mandate) over and above existing provincial grant programs will be crucial.

10. We respectfully ask that you clarify your term "Silo Approach" to municipal funding, and what portion of existing grants to individual municipalities do you foresee going to the new regional council (as per your press release)

We look forward to your response to these and other points raised. I would also take this opportunity to commend you for the skill with which you "Navigated" your way through what has been a sea of many differing and often conflicting opinions, in an effort to find some middle ground for the good of the entire region.

Yours sincerely,

George Rogers
Mayor

c.c. Leduc City Council/Exec Group

March 17, 2000

Mr. Lou Hyndman
Chairman
Capital Regional Governance Review

FAX: 428-9329

Dear Mr. Hyndman;

Leduc County wishes to submit this response on your proposals on regional governance,
which we would request be included as an addendum to your submission to the Minister
of Municipal Affairs, as per your previous commitment to the municipalities.

Further to your presentation on February 29, 2000 and the additional clarification that
you provided by fax March 6, 2000, Leduc County Council has held extensive and wide-
ranging discussions respecting the direction you are suggesting. Council welcomes the
opportunity to respond to your presentation but you will appreciate that there are
difficulties in preparing a response to a direction that is only in outline note form.

We agree that the Capital Region municipalities do work as a region and in this regard
there are many examples of cooperation and coordination, particularly between the rural
municipalities and the smaller urban centers which are within their boundaries. We also
agree that to build on success and efficiency is a natural progression of events,
particularly as it gives positive benefits to all of the participants. The direction to be
followed must properly reflect the leadership principles identified by the 22 member
municipalities and return to a process that is made in the region and not imposed by the
province.

The call in your proposal for a strengthening of the inter-municipal teamwork and
cooperation within the region would be most effectively achieved through an
enhancement of the model of governance already created by the municipalities following
extensive experience with different regional forums. An enhanced model of Alberta
Capital Region Alliance (ACRA), that includes membership of all municipalities while
being sensitive to variations in the characteristics of those municipalities, would build on
an existing foundation and offer a high level of stakeholder support and commitment. It
is important that the region's municipalities, with the concurrence of the Provincial

Government, develop the process from this point forward. The government's role in this process should be one of partnering and facilitation, not enforcement or mandating. This would lend itself to a made in the region strategy that respects local needs within a framework of trust and mutual respect.

The most significant condition that needs to be imposed on this progression to a more formalized "Regional Governance" is that it does not become another level of Government and that it truly represents regional interests. This has to be achieved without providing an imbalance of power or eroding the rights and enjoyments of the individual municipalities. It can not be allowed to disrupt or limit the function of the individual municipalities. Leduc County Council accepts the "Leadership Principles" set out in Appendix 'B' but does not accept that an authoritarian regional council that "directs" the future of the region is necessarily or logically an inevitable consequence. We see an inherent conflict between the assertion that it is necessary to have a regional council that directs and that this approach will "not disrupt the way.... municipalities function". The regional council by its very nature must address regional matters but it must not subsequently direct its member municipalities.

The 'Characteristics of the Regional Council' set out in Appendix 'C' are supported in principle except with respect to the limiting of the board to twelve members and the power to receive and disperse monies from the Province. We strongly believe and affirm the position that all municipalities must comprise the Board of Governors. Leduc County will continue its work with its partners at the Chief Elected Official (CEO) and other levels to strengthen the region and enhance service delivery. However, we are concerned that the statement that "traditional municipal boundaries ..... can remain intact while activities at the regional level expand" may imply that those boundaries may be changed following an inevitable regional expansion. The security of municipal boundaries must be clarified and the needs of citizens at the local level addressed in more than cost efficiency terms.

The Alberta Government must be a partner in any Regional Government model, as a funding agency, and through openly sharing information and responsibility while ensuring access to the same opportunities and programs as the balance of the province. The funding of municipal and regional services requires careful review with the Province. While the County reserves comment on this matter except to note that it agrees that " it is essential that municipalities are confident about financial sustainability" in the future, it must continue to have a municipally controlled source of significant revenue.

The City of Edmonton is recognized as a major partner in the region and we welcome the opportunity to continue to work with Edmonton and with all municipalities in the region in a cooperative manner.

In order to build on the acknowledged success of the current cooperative partnerships, all member municipalities must participate. It is preferable that the regional governance model be established through individual bylaws rather than by a legislated mandatory process. It is also important that they have proper representation of their individual

interests and needs at the regional table. Whether this is accomplished through 22 votes or through some other means, it is important that the representation be there and that no single municipality (or group of like-minded municipalities) have the ability to veto or unduly influence any outcome. This is particularly true if some of the matters to be determined relate to regional funding issues or regional service issues.

On the issue of the regional services, it must be clear that any decisions be supported by facts and not political expediency. There presently exist many examples of cooperative and coordinated service delivery in the Edmonton region that operate effectively because they address specific needs, and are built on a foundation, and to a scale that is efficient for that market area. It does not naturally follow that "bigger is better" and that the total region is better off by mass integration of service. There are many services provided by municipal governments in this province that could not be cost effectively provided if integrated with a larger urban center such as Edmonton or Calgary.

The proposed regional responsibilities described in the four frameworks, Appendix 'D,' are identified with "guidelines that are mutually agreed upon by both levels of government". Leduc County concurs with the principle that municipal activities within the scope of the four frameworks should occur with reference to other jurisdictions over a wider area. However, the County draws attention to the fact that such reference is actively made at present and has been demonstrated to be effective. A continuation of this on-going inter-municipal dialogue and cooperation is anticipated and supported by the County. However, it is imperative that any regional "guidelines" or "frameworks" for "growth management", "environmental management", "economic development" and "social responsibilities" while having parameters that encourage cooperation and coordination must clearly provide for the continued exercise of autonomy in the pursuit of municipal goals and the provision of related services.

Any new regional governance model has to be viewed in the context of facilitating direction rather than imposing control. A "growth management framework" has evolved through the inter-municipal planning processes created since the provincial government abolished the regional planning system in 1995 and concurrently assigned municipalities the responsibility for the coordination of growth. Leduc County supports on-going regional consultation and cooperation in development patterns. However, it is concerned with the intent underlying your reference to a framework "that will positively influence the form, efficiency and quality of regional development patterns," and to "guiding policy". Municipal and provincial governments shared an unsatisfactory experience with mandated regional planning in the period up to 1995. Leduc County has subsequently and of its own volition demonstrated significant leadership and cooperation in inter-municipal planning. Its response to the encouragement of cooperative planning in the 1996 Provincial Land Use Policies (Order in Council 522/96) can be seen in a series of inter-municipal plans, agreements, policies and service arrangements with other municipalities. A Regional Council that prescribes policy would be unacceptable and contrary to the cooperative approach those municipalities have evolved. Any regional governance must be supportive of municipal aspirations and facilitate communication

both between municipalities and with the provincial government without being in a position to direct its members.

Leduc County similarly continues to work with municipal partners and the private sector over a wide area in promoting economic development. The County is therefore not prepared to support any form of mandatory regional planning, economic development or other guidelines that would prejudice these achievements and the management of our growth.

We must reserve comment on the other two framework areas pending clarification of the intent behind the "Environmental Management" framework, with its reference to global and national policies, and social responsibilities.

In summary, Leduc County believes that the teamwork, communication, intelligence and creativity that has impressed you in the forum can, with additional effort and research, build on the demonstrated successes of the recent past and evolve a more formalized regional model of governance. The model should provide full municipal membership, protect the interests of all, and be non-authoritarian, while still moving towards the common good.

Yours truly,

Edward Chubocha
Reeve

Bill Cowan
Councillor

Dennis Sarnecki
Councillor

Rex Adam
Councillor

Paul Bryant
Councillor

Ruth Harrison
Councillor

Donald Mosicki
Councillor

TOWN OF **LEGAL**
VILLE DE

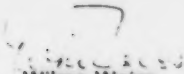P.O. Box 390, Legal, Alberta T0G 1L0

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March 21, 2000

Mr. Lou Hyndman
Project Chairman
Alberta Capital Region Governance Review
1250, 10055 – 106 Street
EDMONTON, Alberta
T5J 2Y2

Council of the Town of Legal has reviewed the draft report prepared for presentation to the Minister and submits the attached comment list in response.

At this point, I wish to advise that Richard St. Jean has stepped down from the Mayor chair and is replaced by Mayor Laurie Prefontaine. Richard will remain as a councillor, and will continue to represent the Town of Legal on the Governance Review committee, at least for the interim.

Wilma Weiss
Chief Administrative Officer
Town of Legal

ALBERTA CAPITAL REGION GOVERNANCE REVIEW

TOWN OF LEGAL COMMENTS ON DRAFT REPORT

- CAUTION THAT THIS PROCESS NOT CREATE, NOR BE PERCEIVED AS CREATING, AN ADDITIONAL LEVEL OF GOVERNMENT

- THE BOARD OF GOVERNORS SHOULD NOT BE PERMITTED TO HAVE REQUISITIONING POWERS

- THERE MUST BE CLEARLY DEFINED ACCOUNTABILITY

- THERE MUST BE FAIRNESS AND EQUITY

- THERE MUST BE VOICE OPPORTUNITY TO ALL MUNICIPALITIES

- IF SERVICE IS CONSIDERED REGIONAL, RECOGNITION MUST BE GIVEN TO MUNICIPAL OWNERSHIP OF EQUIPMENT AND SHOULD HAVE THE OPPORTUNITY TO SERVE LOCAL NEEDS AS A PRIORITY

- THERE SHOULD BE A TECHNICAL COMMITTEE AS PART OF THE NEW BOARD

- GUIDELINES FOR OPTING OUT OF COMMITMENTS AND/OR SERVICE DELIVERY MUST BE CLEARLY OUTLINED IN THE CHARTER

- OPTING OUT SHOULD NOT IMPEDE GRANT OPPORTUNITIES TO WHICH A MUNICIPALITY MAY OTHERWISE BE ENTITLED

- PROVINCIAL FUNDING SHOULD BE AVAILABLE BOTH FOR SET-UP AND ONGOING OPERATIONS

- REPRESENTATION MAY HAVE TO BE INCREASED TO PROVIDE SUFFICIENT BUY-IN TO AVOID DISSENTION (it may be easier to deal with a greater number of members than to resolve the differences and mistrust that lack of representation will create).

- A TIME FRAMEWORK FOR LOCAL ADAPTION TO REGIONAL CONSENSUS WILL NEED TO BE ESTABLISHED

- THE PROCESS HAS TAKEN 14 – 18 MONTHS THUS FAR. CAUTION SHOULD BE EXERCISED IN IMPLEMENTATION IN ORDER THAT REPERCUSSIONS CAN BE PROPERLY ANALYSED AND AVOIDED. THIS PROCESS SHOULD NOT BE INAPPROPRIATELY RUSHED AT THIS POINT

- METHOD OF BOARD FORMATION MUST BE AN AGREED UPON PROCESS IN ORDER TO BE EFFECTIVE

- THE REFERENCE TO A POSITION ON THE BOARD OF GOVERNORS IS VIRTUALLY A FULL TIME POSITION WITH WEARING THE HAT OF ELECTED OFFICIAL, IT ESSENTIALLY WILL MAKE IT IMPOSSIBLE FOR SMALLER MUNICIPALITIES TO ACTIVELY PARTICIPATE. BOTH THE TIME AND FINANCIAL COMMITMENTS WILL BE PROHIBITIVE.

Town of • Ville de
MORINVILLE

It's All Here!
It's All Yours!

March 9th, 2000

Alberta Capital Region Governance
1250, 10055 – 106th Street
Edmonton, Alberta
T5J 2Y2

Attention: Lou Hyndman
              Chairman

Dear Lou:

Re: DRAFT REPORT of February 29th, 2000

In response to your draft Report of February 29th, 2000, to be submitted to the Minister of Municipal Affairs thank you for inviting us to submit our comments to you regarding this paper.

Attached is a submission that has been prepared by Morinville Town Council for your consideration and submission to the Minister of Municipal Affairs. Your thoughts and comments on our submission would be appreciated. Thank you.

Yours truly,

Ted Code
Mayor

TC/vl

Town of Morinville
Comments and Suggestions on the
Alberta Capital Region Governance Review

HYNDMAN REPORT TO THE MINISTER OF MUNICIPAL AFFAIRS

March 14th, 2000

The Town of Morinville would like to thank Mr. Lou Hyndman, the staff of Equus Consulting, the Province of Alberta and the Capital Region's municipalities for their hard work in assisting Mr. Hyndman to come to his conclusions in preparing his recommendation on regional governance to the Minister of Municipal Affairs.

Morinville Town Council have taken the opportunity of the invitation to review these recommendations and have the following comments and thoughts to offer, keeping in mind that they support most of the principles outlined in Mr. Hyndman's report.

- Requisitioning or taxation by a Regional Council causes some concern as it violates the democratic principle of taxation by elected representation. This creates another level of government.

- Partnership usually means equitable contribution of resources and equitable representation in operations, decisions and benefits. How does this concept of partnership between the Province and municipalities function given the existing nature of these authorities?

- Representation of the Regional Council is somewhat problematic. It is necessary to ensure that Edmonton has a significant presence on the Council. How will the small urbans be represented? Or how will the agricultural communities with less than 10% of the population of the Capital Region be represented. Given the different cultures, life styles, service levels and requirements, this is definitely a conundrum.

- The region has evolved over the last hundred years, however, what is being proposed is akin to a metamorphosis. The question that begs an answer: How should the metamorphosis take place?

We would like to propose that the Alberta Capital Region Alliance (ACRA) be used as this vehicle starting with the Stage 4 studies AND the following guidelines:

1. An ACRA partnership with the Province and the municipalities be created with mandatory membership for three years.
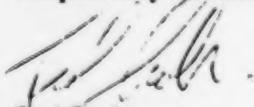
2. Municipal contributions be frozen at their current level for the next three years with funding equal to that of the municipal requisition being contributed by the Province.

3. A list of objectives be given to ACRA with a timeline to achieve success.

4. Intermittent reporting should be made to the Minister of Municipal Affairs. This would allow for any necessary adjustments to be made during the process to ensure optimum results.

5. ACRA would undergo a metamorphosis that would be overseen by the Provincial / Municipal Partnership in developing the new regional directions for the Alberta Capital Region.

THE BENEFITS OF HAVING THE PROVINCE PARTNER WITH ACRA ARE:

- Immediate success of using an already existing group that currently represent the Edmonton Capital Region's interest.

- They could function at considerably less expense.

- ACRA is capable of implementing the principles of the Hyndman Report.

- A high level of trust for ACRA has already been established amongst the municipalities.

We feel a strong commitment to Morinville and the need for Morinville to be a real part of the Alberta Capital Region. To that end we are making this submission as we feel it represents not only the best interests of Morinville but those of the whole Edmonton Capital Region.

Respectfully Submitted,

Ted Code
Mayor for the Town of Morinville
An Alberta Capital Region Community

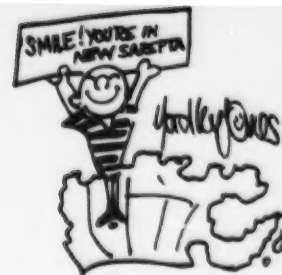TC/vl

Village of New Sarepta
"CARTOON CAPITAL OF CANADA"

Box 278, New Sarepta, Alberta, Canada T0B 3M0
Phone (780) 941-3929 • Fax (780) 941-3890

YEARS OF PROGRESS · SINCE 1904

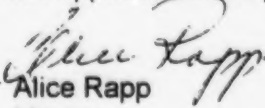SMILE! YOU'RE IN NEW SAREPTA

March 16, 2000

Alberta Capital Region Governance Review
1250, 10055 - 106 Street
Edmonton, Alberta
T5J 2Y2

Attention: Lou Hyndman, Project Coordinator

We had the opportunity to meet with some of our neighboring municipalities at a meeting hosted by Leduc County and openly concerns raised by each municipality. A major concern to us and to many of our neighbors is the formation of a board, which would include only 12 members, which would mean that interests of the smaller municipalities would be lost. Our council supports the following principles, which we feel should be given consideration in your final report to the Minister of Municipal Affairs:

- The Alberta Government must be a partner in this process
- We are concerned with the proposed Regional Council which would mean another level of government which we cannot support
- The Board proposed should be developed based on the ACRA model including compulsory membership
- We recognize that the City of Edmonton is a major partner, however all 22 municipalities should have a seat at the table and a weighted vote could be explored for some issues.

We appreciate the opportunity to provide input to this process.

Alice Rapp
Mayor

FAXED Mar 15 100

March 14, 2000

Mr. Lou Hyndman, Project Chairman
The Alberta Capital Region Governance Review
1250, 10055 – 106 Street
Edmonton, Alberta   T5J 2Y2

Dear Mr. Hyndman:

Re: Recommendation for Regional Governance Draft Report

Council has had an opportunity to review the Recommendation for Regional Governance report released by you on February 29, 2000. We must first express our concern with the very short time frame given to respond to the recommendations in the report. It must be recognized that this is a major decision for all municipalities and may have significant impact on the future operations of municipalities in the capital region.

We have presented our response to the major recommendations as set out in the news release of February 29, 2000.

1.   **Recommendation: Regional Governance Must Be Formalized**
Parkland County feels that municipalities in the region are in fact doing a good job and are making a concerted effort to cooperate in becoming more efficient and effective in providing municipal services to its residents. Can we do a better job? The answer should always be yes if we are looking into the future positively. We do, however, see the ACRA model (with modifications to include mandatory participation) as an ideal model to build success in the region. This voluntary partnership should be seen as an example of municipalities cooperating on regional issues. We see this "community of communities" model (ACRA with appropriate modifications), as the vehicle for the future.

2.   **Recommendation: A Vision of Partnership and Communication**
We believe the region already has this vision and ACRA is an outcome of this. The "Coordination of decisions and services" as suggested in the report must include "choice." If services through this model make sense, municipalities will buy in as has been shown now with services such as sewer, water on a regional basis, and other services on a sub-regional level such as ambulance, 911, etc.

3.   **Recommendation: A Regional Council**
We believe we have expressed our comments on this under Recommendation #1.

4. **Recommendation: Characteristics of the Regional Council**

   Parkland County strongly believes that all 22 municipalities must have a voice at the table of any body deciding on regional issues. We believe the strategy of the ACRA model to attain consensus of all partners is the most desirable outcome, however, we recognize that voting may be necessary at some time. We recognize that a revised voting structure may be necessary to provide Edmonton with a "greater voice," however, we oppose any suggestion that they would have 40% of the vote, which in reality would allow them to dominate issues in the region. We feel it is extremely important that the rural voice be recognized in a meaningful manner. (This was a weakness in the old regional planning commissions).

5. **Recommendation: A Two Year Start-up Period**

   Parkland County agrees that any new body would need a start up period, however, if the evolved ACRA model is used, the transition period could be shortened considerably. We feel the entity should be set up through by-laws passed by the participating municipalities rather than imposed through provincial legislation.

6. **Recommendation: Clarify Regional Responsibilities**

   Parkland County does have significant concerns with some of the recommendations of the report with respect to the areas that should be addressed by this body. Growth management suggests control and allocation of growth within the region to which we must express our great concern and disappointment. We firmly believe that discussion must take place with our regional partners to ensure land use conflicts are mitigated. The fact that Municipal Development Plans under the new Municipal Government Act have been adopted without significant inter-municipal disputes support this. Municipalities bargaining as equal partners, without imposed rules, resulted in a much less adversial environment than under previous regional planning legislation.

   In addition, while we agree some economic development initiatives are better conveyed through a regional partnership (such as has been undertaken by ACRA), we must emphasize the need to retain local economic development initiatives by municipalities. It is recognized that "competition" is good for business and therefore good for municipalities and the region as a whole.

   We are also very concerned with the suggestion of "social responsibilities" as an issue to be addressed by this new (evolved) body. Social issues are a responsibility of the Province and should be addressed by it.

7. **Recommendation: Partnership with the Province**

   We agree that the Province needs to be a partner at the table on any regional initiative and must continue to support municipalities in providing better service to all residents. The suggestion that the Province must remove its "silo approach to municipal funding and develop a direct relationship with the Regional Council" is puzzling as we are not clear as to the intent of this statement. If this means that all grants will be funneled through this Regional Council, then it appears to erode municipal autonomy. Any suggestion of tax sharing must be viewed with great alarm as this would truly be a major step toward

regional government. Cost sharing agreed to by individual municipalities, either at a regional or sub-regional level, must continue to be the method of partnerships within the capital region.

8. **Recommendation: Service Integration to be Guided by Nine Goals**
    Parkland County can support the nine goals as presented in the report providing that the concept of choice is paramount. Municipalities should have the choice on which services they require as well as the level of any service. We believe if a method and level of service is truly the most efficient and effective method of delivery, municipalities will voluntarily participate. Examples to date would be the Capital Region Water and Sewer Commissions. Parkland County has proven through its recent governance reviews, a willingness to pursue better ways of doing business and we will continue to be open to delivery options as a matter of choice.

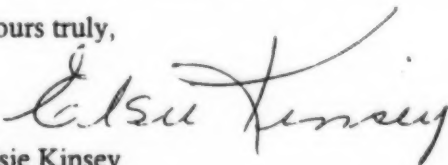9. **Likely Service Integration Candidates**
    Parkland County has concerns with some of the suggested candidates particularly the emergency dispatch (911). The County presently operates a first class 911 Centre as well as others in the region (Edmonton and Strathcona County). We are very concerned with the notion that this service is not effective or efficient.

10. **Stage 4 Studies**
    Parkland County must question why additional studies such as assessment service integration opportunities, future of metropolitan regions, regional intranet and geographic information system potential, etc., are being initiated at this time. It is not clear who is initiating these studies and why they are not waiting for agreement on the most important issues, that being the context of this report. We would suggest these initiatives should be delayed.

In conclusion, Parkland County is proud of its history of partnerships with its neighbouring municipalities and considers itself a leader in this area. We have participated in these on a voluntary basis, which we feel is critical to the success of any partnerships. We feel the ACRA evolved model has the most potential for continued success of this region. We do have concerns with some of the thrust of this report and feel the collective voice of the region supports the ACRA model. This must be recognized.

Yours truly,

Elsie Kinsey
Reeve

:ds
pc: MLA Stan Woloshyn
     County Council
     Chief Elected Officials, Alberta Capital Region

da/wp/ext/r/Hyndman recommendation to draft report

Town of Redwater

"*The Town with a Future*"

4924 - 47 STREET. P O. BOX 397, REDWATER, ALBERTA T0A 2W0
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March 21, 2000

Mr. Lou Hyndman, Project Chairman
The Alberta Capital Region Governance Review
1250, 10055 – 106 Street
Edmonton, Alberta T5J 2Y2

Dear Mr. Hyndman:

Re: Recommendation for Regional Governance Draft Report

Thank you for the opportunity to comment on your February 29, 2000 report concerning regional governance, service delivery and new partnerships with the Province.

The Redwater Town Council discussed in detail your proposals for the Edmonton Capital Region. On behalf of the Council of Redwater, comments on your initial report are as follows:

- No one member should have veto power or 50% or more of the voting power.
- No new level of government should be introduced.
- All 22 communities should be represented on the Board.
- A weighted vote could be considered as a means of fairness.
- The Province needs to be a partner at the table on any regional initiative and continue to support the municipalities both financially and as well as an equal member on the board with respect to decision making.
- The board should not have requisitioning power.
- Local autonomy should remain a priority and communities should have the option of entering into regional services.

I would like to take this opportunity to thank you for your strong leadership presence over the past eighteen months.

I look forward to a response on these issues.

Yours truly,

Brian Brigden
Mayor

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5 ST ANNE STREET
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CANADA T8N 3Z9
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THE CITY OF

st.Albert

March 21, 2000

Mr. Lou Hyndman, Project Chair
A.C.R.G.R.
1250, 10055 – 106 Street
Edmonton, AB T5J 2Y2

Dear Mr. Hyndman:

Re: Alberta Capital Region Governance Review – Recommendations to the Minister
        (February 29, 2000).

Thank you for the opportunity for City Council to comment on your recommendations to the Minister.

First let me say that you have done an admirable job of distilling a wide range of thoughts and opinions into a very workable model. In doing so, I think you have caught the essence of those points that represent the areas of greatest likely success. It is clear that you have been listening. Nonetheless the model is still very conceptual and much work is ahead of us to make it real and workable for all. It is our understanding that this is a framework within which the pragmatic questions of implementation will be explored.

On behalf of my Council, I would like to raise a number of other points with you, more as points of clarification or cautions as we move further down this road of review. Those points are as follows:

- As the review moves forward, we would hope that you would continue to reaffirm the commitment that there will be no forced amalgamations.

- We are pleased that there is recognition of the fact that the region is strengthened by its diversity. We see this as a "community of communities" and that this is a strength. Generally speaking, and specifically for the purposes of the Nine Goals to Guide Service Integration, we believe community to be synonymous with Municipality.

- We believe that there is merit in having a commonly held definition of the concept "governance" and to that end find favour in the definition put forward by Katherine Graham in her review dated February 19, 2000. She states that governance is "the collective capacity to set and achieve public policy goals" and that may be delivered by a wide range of mechanisms including inter-action between governments, quasi-public agencies, the voluntary sector and the private sector. She further says, "Governments have a formal leadership role for tending the public interest in the governance process" and we think that steering vs. rowing concept is consistent with what the Regional Council mandate should be.

- We agree that the Regional Council ought not to be another level of government but rather should perform a coordination role within the region (steering vs. rowing).

- The Regional Council does need to reflect appropriate accountability taking into consideration the large size of Edmonton but also the singular voice of every municipality in the region. St. Albert recognizes the difficulty inherent in that paradigm but wishes to assert that the appropriate balance is critical to being able to move forward.

- There is some concern about the stated characteristics of the Regional Council. In particular, we don't believe that the stated reasons for reducing the Council's Board of Governors to 12 persons, or any other number than 22, outweigh the probable downside.

- We agree very strongly with the notion that regional service delivery should only be undertaken where it makes sense and that what makes sense should most certainly be determined by the application of the nine goals to guide service integration. Solid research on cost effectiveness and quality outcomes must be used to advise decision-making.

- We wish to emphasize that the decision to focus on three facets of change is an important one. Redefining the relationship between the Province and municipalities is necessary for the success of the exercise and of the region.

And finally, I would say that the majority of the rest of our questions and concerns are more in the "how to" category. Clearly answers to those "how to" questions need to be built through the continuation of the open consensus building that has characterized the ACRGR thus far. In the end it is in everyone's best interest to strive for something that can work for all of the municipalities in the region.

I look forward to the work ahead with you and the other CEO's of the region.

Sincerely,

Paul Chalifoux
Mayor

cc: Members of Council
        City Manager
        CEO Network, ACRGR

OFFICE OF THE MAYOR

March 15, 2000.

Mr. Lou Hyndman,
Project Chairman,
Alberta Capital Region Governance Review,
c/o Equus Consulting,
1250, 10055 – 106 Street,
Edmonton, Alberta.
T5J 2Y2

Dear Mr. Hyndman:

Re: City of Spruce Grove Comments on Initial Draft Report "Recommendations
       For Regional Governance" as Submitted by Mr. Lou Hyndman February 29,
       2000.

On behalf of the Council of the City of Spruce Grove, I would like to personally
thank you for the consultative and participatory approach to the Regional
Governance Review that you have steered over the last eighteen months. I am sure
all municipalities in the Edmonton Region believe that they have had input and
have been heard in the review.

City Council has had an opportunity to review the recommendations contained in
your report and the supporting documentation that has been used in preparing your
recommendations. Naturally, with an issue as complex and far reaching as this, we
have comments, questions and some recommendations.

Spruce Grove has, throughout the process, maintained a position of co-operation
and being open to constructive ideas for improving the presence of the region in
the North American context.   We support initiatives to improve economic
competitiveness and service delivery potential and promote the quality of life for
our and the region's residents.

In this vein, we are pleased that your report contains a vision of partnership and communication for the region and strongly support a principle centred approach to leadership.

In relation to the recommendation to develop "The Edmonton Capital Region Council", the City can understand the rationale behind the recommendation based on the dialogue of the last eighteen months, but reserves judgment on the recommendation at this time. A number of questions around governance, powers (legislative and non-legislative), scope of responsibility, representation (population and jurisdiction), funding and resourcing remain unanswered. Also, there does not appear to be clear rationale as to why this approach is seen as superior to a multitude of other alternatives.
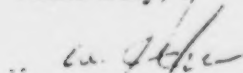
We certainly recognize the desire to work through these issues and questions over the next six months, but obviously the ultimate recommendations for implementation will have greater bearing on what is proposed than what has been currently laid out.

As raised in earlier correspondence, we would request that the report explicitly deal with the recommendations outlined in the Nichols Applied Management Report and the Peter Faid report. We would also request the issues relating to municipal fiscal equity, economic development, growth management and environmental management be resolved.

Throughout the process, I have raised the issue of redefining the fundamental relationship with the Province. The City of Spruce Grove believes that, in the absence of this, any regional governance approach will be severely handicapped. The current paternal and often inequitable approach to municipalities is not consistent with developing a vibrant and sustainable community of communities.

We trust our comments will help move this initiative forward.
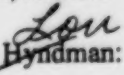
Yours truly,

Joe Acker,
Mayor.

c.c.   Council
        Simon Farbrother, City Manager

Town of
Stony Plain

March 17, 2000

Mr. Lou Hyndman
Project Chairman
Alberta Capital Region Governance Review
1250, 10055 - 106 St.
Edmonton, Alberta   T5J 2Y2

Dear Mr. Hyndman:

Council has received the Alberta Capital Region Governance Review initial report and is pleased
to have the opportunity to comment on the report. Council acknowledges the amount of work
and dedication by both the twenty-two municipalities as well as the Province of Alberta in
reaching this point in the Governance Review. Council also recognizes that there is more work
to do in order to move ahead with the recommendations in the report.

Council is pleased to support the following recommendations in the report that will be presented
to the Minister of Municipal Affairs. Those recommendations are:

- *The recommendation to encourage more integration of regional services*
- *The redefined partnership with the Province*

It is our belief that these are the major recommendations in the report that will ultimately have
the greatest impact and benefit to each municipality's future. Council believes that each
municipality is up to the challenge and will approach this task with the dedication and
commitment that was demonstrated by all municipalities in the development of the Regional
Governance Report.

Council has several concerns, however, with the proposed development of a Regional Council.
The obvious concern is one of representation. This may be the largest hurdle to the
implementation of the Regional Governance model for all twenty-two municipalities to agree to.

Council's initial position that was sent to you on November 14, 1999 stated the following:

- *That the Town of Stony Plain continues to develop new relationships in shared services
  where mutual benefits can be obtained by partnering with other municipalities while
  continuing to nurture existing relationships with our municipal neighbors.*
- *The Town of Stony Plain respects the rights of individual citizens to choose where they want
  to live and to determine the levels of municipal services that they are prepared to pay for.*
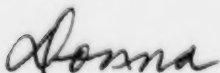
- *The Town of Stony Plain respects the rights of residents to expect a broad public consultation process if substantial change to municipal government is anticipated either provincially or regionally.*
- *The Town of Stony Plain supports the concept of regionalization of services where they make economic delivery and community sense.*

Council believes that the initial Regional Governance report does not stray away from the fundamental principles that this Council deems most critical in designing the future shape of this region.

On behalf of Stony Plain Town Council and myself, we are committed to working with this process acknowledging that there is still work to be done.

I would like to thank you, Mr. Hyndman, for providing our Council, as well as other Councils in the region, the opportunity to respond to the Regional Governance Review Report prior to that report being tabled with the Minister of Municipal Affairs.

Sincerely,

Donna

Donna Cowan
Mayor

cc: Council
    Hon. Stan Woloshyn, MLA

Strathcona
County

2001 Sherwood Drive
Sherwood Park AB T8A 3W7
Phone (780) 464-8000
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March 14, 2000

Mr. Lou Hyndman
Project Chairman
Alberta Capital Region Governance Review
c/o Equus Consulting
1250, 10055 – 106ᵗʰ Street
Edmonton, Alberta T5J 2Y2

FAXED

Dear Mr Hyndman,

Thank you for the opportunity to comment on the information provided at the February 29 meeting of the Alberta Capital Region Governance Review.

Our understanding is your Initial Report will be based on the materials you have provided to municipalities to date, along with additional information you are developing independently.

Based on the information we have received, Strathcona County offers the following observations.

1. We are pleased that the recommendations do not challenge the autonomy of individual communities by amalgamations or boundary changes. We support citizens' rights to choose where they live and locate their businesses. Municipal autonomy is a cornerstone on which the regional model is built.

2. Strathcona agrees that there should be no new level of government, now or in the future. The 22 Capital Region municipalities, stakeholders, businesses, discussion group members, survey respondents and individual citizens all agreed that a new level of government should not be part of the model.

3. The recommended model is a solid beginning to forming a new relationship in the Capital Region. The development of the charter will be key to tapping the potential of regional cooperation. Strathcona County Council has identified four elements that will be essential to the creation of the charter:

    - meaningful input from all members in writing the terms of the charter
    - clear criteria that define which issues, responsibilities and services are regional
    - acceptable protocols that determine how the Council will function
    - approval by individual municipal Councils
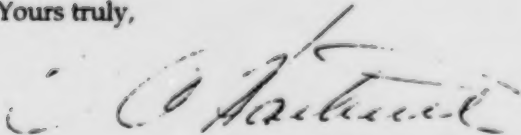
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2000 Alberta Winter Games
Strathcona County February 17-20

Strathcona County is a specialized municipality, consisting of the urban area of Sherwood Park, an extensive rural area and the hamlets of Antler Lake, Ardrossan, Collingwood Cove, Half Moon Lake, Hastings Lake, Josephburg, North Cooking Lake and South Cooking Lake

Capital Region municipalities have achieved a great deal through cooperation; the challenge now facing us will be to build on these partnerships without jeopardizing the progress we have already made. Now that the Alberta Capital Region Governance Review has established a direction for the future of the region, the chief elected officials of the municipalities must take responsibility for moving ahead with the process.

We recognize the difficulty of addressing the complex matter of regional governance, and commend you for the considerable time and energy you have committed to this initiative. The creation of a Capital Region governance model that will ensure the future success of our "community of communities" merits the extensive effort that the municipalities in the region have invested in this project. If, as suggested, this model serves as a model for other Alberta regions, the extra effort will have been warranted.

The enclosed document provides further detail on Strathcona's response. Our comments are intended to be constructive, and we look forward to continuing to work collaboratively with our neighbours.

Yours truly,

Vern Hartwell, **MAYOR**
Strathcona County

Enclosure: Strathcona County's Response to the Initial Recommendations
of the Alberta Capital Region Governance Review

Strathcona County's Response to the Initial Recommendations
of the Alberta Capital Region Governance Review (ACRGR)

The following information has been prepared as an attachment to Mayor Hartwell's letter of March 14, 2000, and is intended to clarify and elaborate on the positions put forward in the Mayor's letter.

The Role of a Regional Council

A regional council would best serve the interests of area residents if the Council's primary role were to function as a coordinating agency, providing guidance rather than directly delivering services. This would allow the council to focus on addressing broad regional issues and help capital region municipalities achieve a shared vision. By functioning as a co-ordinating agency, the council would eliminate the need for a large support staff, thereby reinforcing the fact that the council is not another level of government.

A council would provide a regional perspective in developing service delivery strategies, while the municipalities would be responsible for the delivery of services through a combination of inter-municipal agreements, boards/commissions, or by independent service delivery by each member municipality.

The second role of a council would be as an advocate for the regional municipalities. A council could be empowered to negotiate with the provincial and federal governments on issues agreed to be of a regional nature.

The roles of coordination and advocacy are appropriate for a Regional Council. The fact that both of these initiatives have naturally evolved as part of the current and long-term plans of the existing Alberta Capital Region Alliance speaks to the need for a regional body to provide these functions.

The third role of a council would be to facilitate regional decision-making and to establish guiding policy on matters that municipalities deemed to be regional. The initial recommendations of the ACRGR expand on this role by stating that council membership would be mandatory and all members would be bound by policy decisions.

Empowering a council to set binding policy for all members is inconsistent with the shared vision that was established as part of the ACRGR. The shared vision statements refer to ideals such as "coordination and partnership" and maintaining a "community of communities". Binding policy can be viewed as contrary to these ideals and may threaten the autonomy of individual municipalities. Self-determination, particularly in the areas of growth management and control over municipal costs and revenues, is of the highest priority to most municipalities. These issues are complex and potentially divisive. They require careful study before any policy is established.

The development of a fair and mutually acceptable charter would be crucial to members' willingness to accept policies and decisions, especially if the policy is binding. It is imperative that the development of the charter includes:

- meaningful input from all members
- criteria to define regional issues and local issues
- the establishment of acceptable protocols
- approval by individual municipal Councils

A strong municipal consensus on a charter for the Regional Council would help allay concerns about future policy decisions. A weak consensus, or an imposed compromise, is a likely recipe for future conflict and eventual failure.

The Governing Board
As part of the Alberta Capital Region Governance Review (ACRGR) process, the 22 municipalities unanimously adopted seven leadership principles that included:

respect for local needs: seek to recognize and understand each other's perspective

trust & mutual respect: transparency of information and the equal opportunity to contribute to solutions

A Regional Council would honour these leadership principles if all member municipalities were given a seat on the governing board. Full membership is a natural extension of the partnership that has been developed through the ACRGR. Regional residents would have greater confidence in council decisions knowing a representative who they elected sits on the governing board.

A governing board would require a process for making decisions. The preferred decision-making process would see the member municipalities addressing regional issues through consensus. Decisions reached through consensus generally benefit all members and are successful due to the increased level of commitment and sense of ownership that results from participating in the decision-making process. Consensus encourages dialogue and compromise, and through the search for innovative win/win strategies it builds trust with the minority, rather than the alienation that results from an early resort to voting strength.

The ACRGR recommendations suggest a decision-making process based on voting, and states that the decision-making process should recognize both the diversity and the population of the region. A governing board that included all member municipalities could meet these recommendations by using weighted voting. For example, there could be 50 votes divided among the 22 municipalities to effectively reflect diversity and population. Under this decision-making process, all municipalities would have a voice on a council, but some municipalities may hold more votes. Every municipality should have a voice, and no one municipality should be dominant or have a clear majority.

With disparity in voting strength, it is important that the structure and process protect those with fewer votes. Rural municipalities in the region have long been concerned about being out voted by urban municipalities on issues such as growth management.

Other strategies that would strengthen the governing board include:

- employing a consensus-based decision-making process, with a weighted vote serving as a form of dispute resolution
- requiring more than a simple majority to approve Regional Council decisions
- having the members choose an independent chairperson

Development of the Charter

The success of the ACRGR represents the combined talents and efforts of Chief Elected Officials, Councillors and municipal administrators. We should build on this effective partnership and find a place for all three groups in the development of a council charter. Each group brings a different and valuable perspective to the table. The more inclusive the process of creating the charter, the greater confidence everyone would have in the final product.

The report indicates that there are core areas of potential regional responsibility (e.g. growth management, economic development, environmental management, social issues) that should be addressed only with the participation of all members. The work of the ACRGR has indicated that there are only a few areas of responsibility that may be considered core to the region and in these specific areas, opting out would not be an option. To address municipal concerns regarding loss of autonomy in these areas, clear and acceptable criteria must be developed to identify core areas of responsibility and define the extent of the mandate for any binding regional policy in the charter. The approach should be to start by establishing a limited role for the Regional Council and allowing the organization to evolve into a greater role over time.

The "made in the region" strategy that has been a basis for the ACRGR work to date, needs to continue to drive the development of the charter. Ideally, the council would be established through by-laws, rather than by Provincial legislation. Governing bylaws developed and approved by the members would allow for greater flexibility, should changes to the organization be required in the future.

Opting in – opting out of service delivery

Regional or sub-regional service delivery may provide opportunities to increase the value our residents receive for their tax dollars. Before implementing changes to service delivery, benefits to residents should be clearly demonstrated. Services considered for regional/sub-regional delivery must be measured against the nine integration goals which form part of the recommendations.

The role of a Regional Council would be to examine services that might be considered for greater regional delivery and to ensure appropriate research is completed before recommending changes. As a first step, the member municipalities need to establish criteria for identifying regional, sub-regional, local and provincial services.

Many services may be more effectively delivered with the involvement of fewer municipalities. Research has shown that certain services are more cost effectively delivered to a smaller number of customers and bigger is not always better. Member municipalities should be encouraged to opt-in when regional service delivery will be of benefit, but each municipality should maintain the right to opt-out of service delivery strategies that would impact negatively on their communities. This fundamental right to choose would need to be clearly articulated in the charter.

Municipalities should not be restricted from maintaining or establishing service delivery agreements with neighbouring municipalities located outside the Alberta Capital Region boundaries.

Council Funding

In addressing regional issues, a Regional Council would need to work closely with the province in areas of common interest. A "one region voice" approach to dealing with the provincial departments could potentially result in savings of time and money for the province. It may therefore be reasonable to request financial support from the province to partially fund council activities.

In addressing specific service delivery issues, funds may be required to examine the feasibility of a change in service delivery. These funds might come from a funding partnership between the Regional Council, affected municipalities and the provincial government. Municipalities should not be at a disadvantage for receiving government funding whether they choose to opt in or out of the regional delivery of a service.

Partnership with the Province

A supportive Provincial Government would enhance the success of a Regional Council. To ensure the region has the greatest chance for success, a new relationship based more on partnership between municipalities and the Province will have to be forged.

New approaches to dealing with regional matters will require a re-thinking and re-shaping of the relationship between the two levels of government. The Province and municipalities need to establish structures and protocols to foster two-way communication and allow them to focus on areas of common interest.

March 14, 2000

From the office of

Reeve
Frank Schoenberger

March 21, 2000

Tel. (780) 939-8327
or
(780) 460-8903

Fax (780) 939-3003

The Alberta Capital Region Governance Review
1250, 10055 – 106 Street
EDMONTON, AB   T5J 2Y2

Attention: Lou Hyndman, Project Chairman

Dear Mr. Hyndman:

Re: Response to February 29, 2000 Recommendations

It has been a long 20 or so months (June 1998) when Minister Evans convened the first meeting of the 22 municipalities in the Capital Region to discuss governance. Notwithstanding all the time that has been committed and will continue to be committed, Sturgeon County wishes to acknowledge the leadership and vision the Province had when it initiated this process. We are deeply grateful at being given the opportunity to have had our say and look forward to our Region prospering in the future.

After reviewing your draft report as well as the numerous memos providing further clarification, I am pleased to offer on behalf of my Council the following comments.

1. In general terms, the future being recommended by you in your twenty-five slides maintains the individual autonomy of all 22 municipalities. We have said in the past and will continue to strongly advocate this position. We are committed as a rural municipality to do whatever is within our power and the best interests of our citizens to cooperate with and encourage cooperation amongst our urban neighbors. We believe this to be fundamental and are glad it forms the basis of your recommendations.
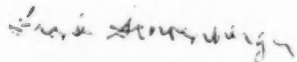
2. Pertaining to the eight recommendations in your presentation we have no major problems other than with the amount of representation on the Regional Council. If 22 municipalities are to belong, it only seems fair there should be 22 representatives on the Board of Governors. However, there also is a need to recognize the difference between the largest and the smallest. It seems to us that a weighted vote of some sort would adequately address this concern.

3. The concept of the "Edmonton Capital Regional Council" which is compulsory for all 22 municipalities is somewhat different from our initial position but one we are prepared to accept and work with.

It is recognized that the challenge now facing us will be to develop a charter that is acceptable to all. Ideally, we would hope that municipalities would voluntarily pass their own by-law to join the Regional Council. However, if this is not feasible perhaps compulsory legislation will be required.

All in all, we thank you for listening to what we said and trust that the Province will adhere to your recommendations. A more detailed account of our comments is contained in the attached document.

Yours truly,

Frank Schoenberger,
Reeve

Enclosure

Sturgeon County's Response

to

Alberta Capital Region Governance Review
Recommendations to the Minister
February 29, 2000

Further to the letter dated March 21, 2000 from Reeve Frank Schoenberger, the following represents in more detail the comments and concerns of Sturgeon County.

Individual Autonomy

Throughout the entire governance review, the notion of "the status quo is not acceptable" has been front and center in many of our minds. At the October 6, 1998 meeting the Deputy Minister of Municipal Affairs in front of Minister Evans and all Capital Region CAO's made this comment.

We believe much has changed since then even though the number of municipalities is the same. Various sub regional initiatives and cooperative ventures have been and continue to be struck. This spirit of cooperation is something we are proud to be part of.

It has become very obvious to Sturgeon County that individual autonomy forms the foundation for building a stronger more vibrant tomorrow. In our sub-region, we have a motion on our books supporting the continued viability of the Towns of Bon Accord, Gibbons, Legal, Morinville and Redwater. We have had many discussions on a Council to Council level and understand how our urban neighbors regard their incorporated status. We respect this and will endeavor to continue working jointly on whatever initiatives evolve. If in the future, a municipality wishes to discuss dissolution we would be willing to do so but only at their request.

Regional Council

Your report references the "Edmonton Capital Regional Council" as being a mandated entity, which would focus more on coordination of service rather than delivery of service. The actual delivery of services and programs would remain with the individual municipalities. We support both the name as well as the concept of coordination.

X

Notwithstanding various statements and memos have been made about this "Regional Council" being another level of government, we concur with your comments and commentary that this indeed is not another level of government. Rather it is the creation of a made in "Alberta Model", which combines attributes and characteristics from a variety of systems and legal entities. It has the potential of serving not only the Capital Region but also other metropolitan areas.

We support the concepts of the Regional Council facilitating discussions that address regional issues and establishing guiding policies for municipalities to consider.

Composition of the Regional Council

Slide 9 of your report references "Leadership Principles" and goes on to reference "respect local needs" and "support interdependency and cooperation". To accomplish these principles we firmly believe all 22 municipalities need to be represented on the Board of Governors. It is vital each municipality has the ability to be heard. The only way this can be done is if they are at the table.

We also recognize that the City of Edmonton needs to have some recognition for having almost three-quarters of the region's population. This could be accommodated with some sort of weighted vote on those issues requiring a vote.

CEO's to Build the Charter

The development of the charter will be critical for the process to succeed and continue. We are confident that the regions CEO's have the intestinal fortitude, knowledge and political savvy to develop a charter that all municipalities will accept. Ideally a charter which would see all 22 municipalities pass by-laws entering into the Regional Council as opposed to being forced or legislated would be desirable.

Not contained within the February 29, 2000 Report but mentioned in the press conference as well as subsequent memos is the idea of having some "core service(s) which all 22 municipalities must participate in. It must be recognized that the needs of a municipality with 750,000 population and 400 population are significantly different. Aside from being at the table and aware of what may be taking place in the Region, it may be difficult for all 22 municipalities to fully participate in any given activity. The opting in or out provisions of the report reference this as well. If it does not make sense/cents for the municipality, it contravenes the leadership principles that were agreed by all.

Partnership with the Province

The Province must not only be involved, it needs to be actively seen as working with the Regional Council. Notwithstanding the transitional support and "one time" start up support from the Province, we are convinced the Province should provide on an ongoing basis, a basic level of financial support. Sufficient resources to retain the Secretariat as well as the Regional Council. Any initiatives that spin off could be funded by those municipalities who participate.

The major advantage as we see it, the Province has the ability to deal with the Regional Council as it relates to regional issues rather than multiple municipalities.

Stage 4 Studies

We were advised at the February 16, 2000 CEO Network meeting that five different "essential activities" were being pursued in order to test the recommendations put forward in the report. Notwithstanding our County has submitted some nominations for representation on two of the Committees, we believe these activities should be delayed until such time as the Province releases its report on whether the recommendations made by Mr. Hyndman have been accepted, adjusted or otherwise.

Date: March 21, 2000

**VILLAGE
OF THORSBY**

"Best of Both Worlds"

March 17, 2000

Mr. Lou Hyndman
The Alberta Capital Region Governance Review
1250, 10055 – 106 Street
EDMONTON, Alberta
T5J 2Y2

Dear Mr. Hyndman,

Thank you for the opportunity to provide feedback to your proposal prior to tabling your report
with the Minister of Municipal Affairs.

The limited time frame given us to reply does not enable a full response, in the absence of
complete information, to the proposal of February 29, 2000. The proposal put forth was not one
of the options studied or debated over the past year. We are concerned that the proposal is an
imposition and has not been well thought out or researched. The Village of Thorsby Council
is not prepared to support the proposal in the absence of research and study.

The method by which the Regional Council is to be funded is of utmost importance. The Village
of Thorsby, whether we speak of residential or commercial tax, cannot afford further increase by
way of direct tax or requisition. If an offered service could be provided at less than present cost,
we would applaud. However, we are not at all optimistic that the cost-effectiveness of service
integration would be to our advantage in the setting of such a Council. As well, the necessary
dollars to make a Regional Council function would have to come from the province. "Start-up"
dollars for a two-year transition period would not be adequate. The continued backing of the
provincial government would be necessary to ensure the sustainability of the Council. Again,
we would not be in a position to support the obvious expenses incurred through day-to-day
operations.

The Regional Council, as outlined on February 29, 2000, would be composed of a board of
governors and a secretariat. We recognize Edmonton's status in this region and some method
must be instituted whereby the democratic principle of majority rule can be maintained.
However, the other part of the equation involves respect for the rights of the smaller
municipalities in the region. We feel that consultation is the answer and in light of this, we stand
firm in the belief that we must have a voice on such a Council. It is the contention of the Village
of Thorsby that less than 22 seats at the Council table would not be adequate. As one of the
three smallest municipalities in the region, it is imperative that we have a voice and subsequent
decision-making powers in service delivery for our residents that may be classified as regional
responsibilities. We do not wish to be left out nor do we wish to be rotated in and out of a
seat. We wish to speak and interpret for ourselves. Representation must come by appointment
by and from among the elected municipal councils, not by the solicitation of applications such as
we have seen in other areas of government.

4917 - Hankin Street • Box 297, Thorsby, Alberta T0C 2P0 • Telephone: (780) 789-3935 • Fax: (780) 789-3779
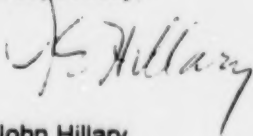
The Village of Thorsby is opposed to the Regional Governance model proposed until such time as it can be established through research that it is in fact the best option available.

With reference to specific points in the recommendations, the Village of Thorsby Council **disagrees** with the following:

- the area is growing in population to a size that requires more formal regional leadership;
- Regional Governance must be formalized because the current approach is fragile;
- "grass roots" involvement has occurred in relation to the Regional Council concept. It has occurred in other governance options studied and debated over the past months; and
- growth management, economic development, environmental management, and social responsibilities would be the domain of a Regional Council.

The Village of Thorsby would urge further research before implementing any change in governance in the capital region.

Respectfully,

John Hillary
Mayor

Village of
Warburg

Box 29
Warburg, Alberta
T0C 2T0
Phone: (780) 848-2841
FAX: (780) 848-2296

Deputy Mayor

March 20, 2000

Alberta Capital Region Governance Review
1250, 10055 – 106 Street
Edmonton, Alberta
T5J 2Y2

Attention: Mr. Lou Hyndman, Project Chairman

Dear Mr. Hyndman:

RE: Alberta Capital Region Governance Report

Council at their regular meeting on March 13, 2000 reviewed your draft document. The
Village of Warburg offers the following points in response to the draft report.

-    Council agrees that the Regional Council is not another level of Government, simply
     a form of a regional board/commission.
-    Create a commission model based on an enhanced ACRA model including
     compulsory membership.
-    Acknowledge Edmonton as a partner and that **all 22** municipalities sit at the table and
     explore a weighted vote.
-    Alberta Government must be a partner in this process.
-    Council agrees that the Regional Council is to be by-law created rather than
     legislated???
-    The Regional Council must define the number and clearly establish the
     (Provincial/Regional/Municipal) parameters of a coordinated delivery of services, and
     develop criteria for growth management and economic development and availability
     of expertise.
-    Whereas the review process used by Mr. Hyndman is insufficiently supported by facts
     and data, there is a climate of co-operative spirit among the Municipalities to move
     forward.

- Unrealistic time lines for completing the Charter and implementation of the Council.

Thank you for providing us this opportunity to comment on your February 29, 2000 report concerning regional governance, service delivery and new partnerships with the Province. We look forward to your response to these and other points and comments raised.

Yours truly,

Marlene Steele
Deputy Mayor

MS/cp

Alberta Capital Region Governance Review

List of reports commissioned by Municipalities
and provided to the Project Chair

Following is a list of studies/reports undertaken by municipalities in the capital region during the Review and provided to the Project Chair. Most are posted in full on the Alberta Capital Region Governance Review web site <WWW.ACRGR.ORG>. Those not posted on the web site are available through the Project Office in Edmonton at 423-4731 or toll free at 1-800-361-9362.

A Regional Growth Management Perspective
submitted jointly by the Cities of Fort Saskatchewan and Leduc
November 1999

An Analysis of the Socio-Economic & Financial Issues
in the Capital Region
submitted jointly by Strathcona County and the City of St. Albert
November 1999

Town of Devon Resident Survey
submitted [in part] by the Town of Devon
September 1999